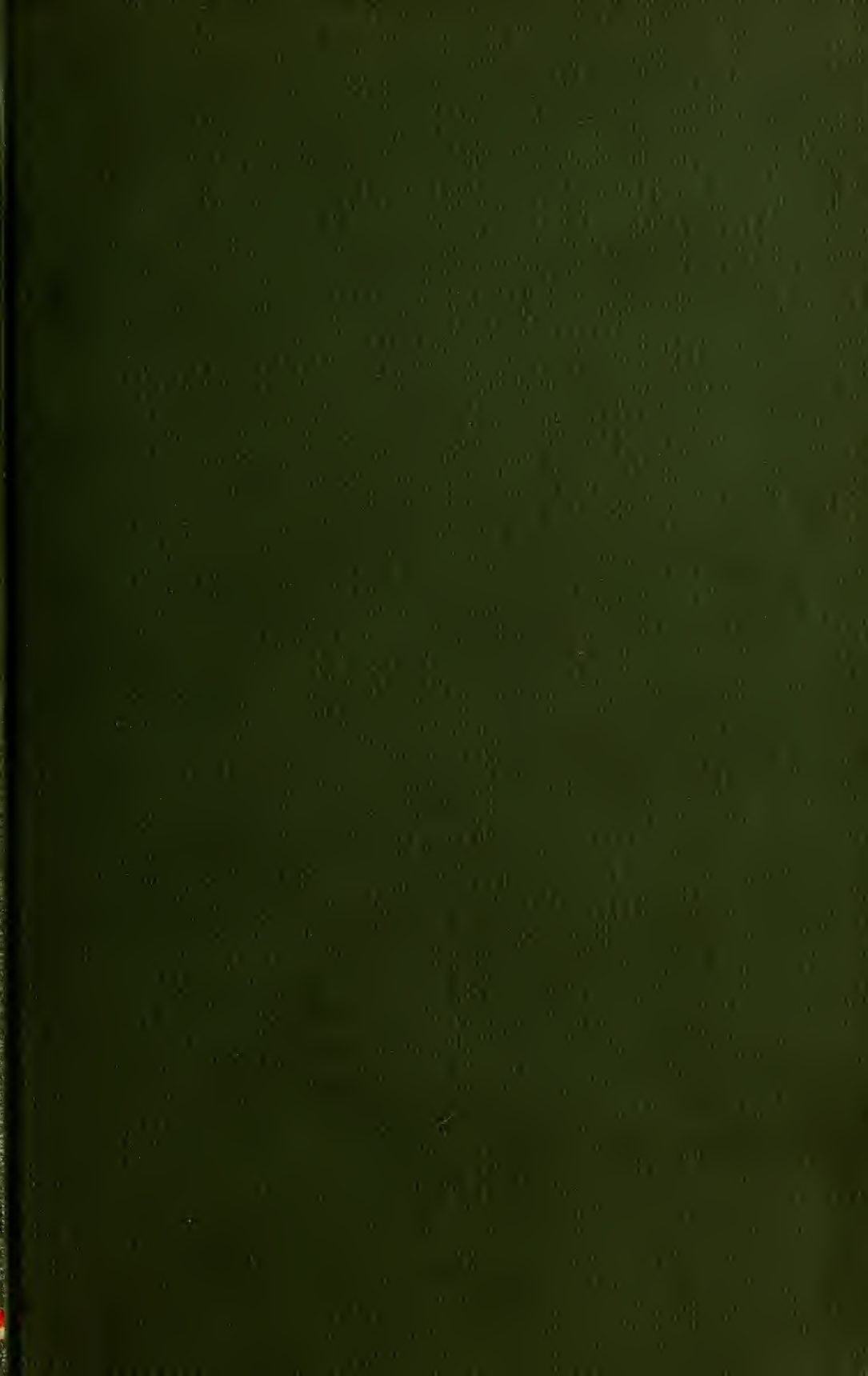




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Our Concern—Every Child

State and Community Planning for
Wartime and Post-War
Security of Children

303

By Emma O. Lundberg



Bureau Publication 303

UNITED STATES DEPARTMENT OF LABOR

FRANCES PERKINS, *Secretary*

CHILDREN'S BUREAU - - - KATHARINE F. LENROOT, *Chief*

LETTER OF TRANSMITTAL

UNITED STATES DEPARTMENT OF LABOR,

CHILDREN'S BUREAU,

Washington, March 1, 1944.

MADAM: Herewith is transmitted "Our Concern—Every Child; State and community planning for wartime and post-war security for children." This publication was prepared for the use of State and local departments charged with responsibilities for children, defense-council committees on children in wartime, State-wide committees undertaking long-range programs, and local citizen groups in communities. It is intended to serve as a guide for the study of State and community resources and action needed to safeguard childhood and provide opportunities for youth. The outlines for evaluating resources and planning State and community action are based upon the standards of child health, education, and social welfare which were developed by the 1940 White House Conference on Children in a Democracy. The Conference recognized that the State and the local communities, together with parents, have primary responsibility for making these standards a reality.

The wartime emergency has served to emphasize the urgency of making generally available throughout the Nation those services which are needed to assure children their full chance in life. The rapidly developing interest in planning for the post-war period has drawn attention to the necessity for coordinated State and community planning and action in behalf of children.

The material was compiled by Emma O. Lundberg, Consultant in Social Services for Children, with the collaboration of the various divisions of the Bureau, which prepared certain of the outlines for study. The United States Office of Education and the American Library Association furnished the outlines relating to education and library service, respectively. The range of subject-matter corresponds with the scope of the reports of the White House Conference on Children in a Democracy.

Respectfully submitted.

KATHARINE F. LENROOT, *Chief.*

Hon. FRANCES PERKINS,

Secretary of Labor.

CONTENTS

	Page
The welfare of children in peace and in war.....	1
Goals of a long-range child-welfare program.....	2
Follow-up of the White House Conference recommendations.....	4
Program of action for children in wartime.....	6
Post-war objectives.....	9
Security of the home.....	9
Protection of child health.....	10
Educational opportunity.....	11
Safeguarding employment of children and youth.....	12
Social services for children.....	13
State action through legislation.....	15
Unified approach to child-welfare problems.....	18
State and community planning for the welfare of children.....	20
Special safeguards for children in wartime.....	20
Planning for the post-war years.....	22
Urgency of immediate action.....	22
Review of child-welfare needs.....	23
Committees planning long-range programs of action.....	25
Making the program known to the general public.....	29
Outlines for review of conditions and services—State and community.....	31
Use of the outlines.....	31
Scope and method of inquiry.....	32
Safeguards of family life.....	34
Conserving the health of children.....	35
State outline.....	36
Health of mothers and infants.....	36
Major public-health problems affecting children.....	36
State and local public-health organization.....	37
Maternal and child-health services.....	38
Public-health-nursing service.....	39
Nutrition.....	39
Dental hygiene.....	39
Health education.....	40
Services for crippled children.....	40
General medical care.....	40
Mental hygiene.....	41
Outline for communities.....	41
General community provisions.....	41
Health services for mothers and newborn infants.....	41
Health services for infants and preschool children.....	42
Health services for children of school age.....	43
Mental health.....	44
Education through the schools.....	44
State outline.....	44
State educational organization.....	44
School attendance.....	46
Educational opportunities in the schools.....	47
Outline for communities.....	48
Organization and attendance.....	48
Types of educational opportunities.....	49

	Page
Outlines for review of conditions and services—State and community—Con.	
Library service.....	50
State outline.....	51
State advisory service and State aid for libraries through a State library agency.....	51
State advisory service and State aid for school libraries through State education departments.....	52
Accessibility of library services throughout the State.....	52
Improvement of library services.....	53
Cooperation with other agencies.....	54
Outline for communities.....	54
Public-library facilities—availability and use.....	54
Public-library services—standards and types.....	54
School-library services.....	56
Library aid to community child-welfare programs.....	56
Facilities for recreation.....	57
State outline.....	57
Outline for communities.....	57
Child labor and youth employment.....	59
State outline.....	60
Outline for communities.....	61
Social services for children.....	61
State outline.....	62
Children's services in the State welfare department.....	62
State assistance to local units.....	62
State institutions and child-caring activities.....	63
Outline for communities.....	64
Services to children who are dependent or neglected, de- linquent, or in danger of becoming delinquent.....	64
Prevention and treatment of juvenile delinquency.....	65
Foster-care services for dependent and neglected children..	67
Social services for physically handicapped children.....	68
Social services for mentally deficient children.....	69
Economic aid to families.....	69
State outline.....	69
Public assistance.....	69
Aid to dependent children in their own homes.....	70
Outline for communities.....	71
Family relief and service.....	71
Aid to dependent children in their own homes.....	71
Families and their dwellings.....	72
State outline.....	72
Outline for communities.....	73
Children in migrant families.....	73
Children in minority groups.....	74
Outlines for State and community action to protect children in wartime..	75
Areas of special need because of war conditions.....	75
Wartime health services for children.....	76
Employment safeguards.....	76
Community recreation programs.....	77
Prevention and treatment of juvenile delinquency.....	78
Day care of children of working mothers.....	78
Suggested outline for an inventory of community resources.....	80
Community agencies to be included in inventory.....	81
Information to be obtained for each organization.....	84

Our Concern—Every Child

The Welfare of Children in Peace and in War

THE WAR emergency has brought into high relief conditions which threaten the health, education, and social welfare of children. It is becoming increasingly clear that many of the problems of child care and protection which now call for immediate solution because of their relation to the war effort, accentuated though they may be by abnormal conditions in many communities, are problems which have been dealt with inadequately during past years and will continue to demand special attention in post-war years. Concern for children cannot be divided into three parts—pre-war, wartime, and post-war. Building for the security of childhood must be a continuous process of erecting on a firm foundation of past experience and achievements a structure which will insure the physical, mental, and moral well-being of every child and provide the opportunities that should be the heritage of all children.

Hardships and deprivations must be endured by children and adults alike during the period of stress, but they may be compensated for in a measure by greater vigilance on the part of parents and community agencies to protect children from the pressures of wartime and to guard their basic right to a secure home life and a safe environment. Standards of care that are recognized as essential to the welfare of all children must be maintained and strengthened during the wartime years. No State and no community within a State can afford to look after its children carelessly because the need is assumed to be of short duration.

The emergencies of wartime have made heavy inroads upon personnel available for health services, schools, and social services. Expenditures essential to activities directly related to the war and increased costs threaten, in some communities, to reduce below the danger point the services which can be provided by child-health and child-caring agencies. Standards which had been built up for the protection of children against harmful labor have been weakened dangerously, and in many communities the education of children and youth has suffered because of depletion of the teaching staff.

Unavoidable though many of these conditions may be, they cannot be faced with complacency. Every effort must be made to safeguard essential services.

During wartime there is particular danger of forgetting the needs of children whose care and protection are the immediate responsibility of State and local public agencies. Many institutions and agencies have had great difficulty in maintaining proper standards of care for children in normal times; they are now faced with rising costs of maintenance and increased need for service. Public services for child care and protection and for prevention of neglect, dependency, and juvenile delinquency must be maintained and strengthened. The necessary financial support of these agencies is of vital importance to children, and the increased demands upon them for services arising from war conditions cannot be ignored.

The opportunities and the protections which may be afforded in post-war years will have little meaning to children who are neglected now. Childhood is not replaceable. Immediate and effective action must be taken to safeguard children whose welfare is endangered by war conditions; but long-time needs cannot be ignored, and the task of building for the future cannot be laid aside. The obligations of society to children cannot be slighted during these vital years and compensated for by planning for their health and security in years to come.

Goals of a Long-Range Child-Welfare Program

At its sessions in January 1940 the White House Conference on Children in a Democracy defined objectives toward which progress should be made during the next few years in behalf of all the children of the Nation.¹

The recommendations adopted by the Conference hold that the essentials of child welfare include a satisfying home life with family income sufficient to assure decent, comfortable housing; adequate, nourishing food; warm, presentable clothing; health protection, and medical care when needed. Every child should

¹ *Children in a Democracy—General Report Adopted by the White House Conference on Children in a Democracy, January 19, 1940.* Children's Bureau, Washington, 1940.

Preliminary Statements Submitted to the White House Conference on Children in a Democracy, January 18–20, 1940. Children's Bureau, Washington, 1940.

Standards of Child Health, Education, and Social Welfare; based on recommendations of the White House Conference on Children in a Democracy and conclusions of discussion groups. Children's Bureau Publication 287. Washington, 1942.

have schooling at least until the age of 16 years; beyond that age school opportunities adapted to the child's aptitudes and interests should be available, with vocational preparation and progressive work experience. Every child should have the opportunity for religious training, and for recreation and leisure-time interests, congenial companionships, and experience in the democratic process. Every child should be helped to gain appreciation of the values and privileges of democratic citizenship and willingness to make all needful sacrifice for the preservation of these values.

These standards constitute the goals of democracy for every child, of whatever race, of native or of foreign parentage, in the country or in the city, rich or poor.

The report of the Conference points out that children comprise about one-third of the total population of the United States—36 million under 16 years of age and about 5 million aged 16 and 17 years—and that about 2 million babies are born each year. (In 1943 the estimated number of live births was approximately 3,000,000.)

Concern for the child begins before his birth in concern for his parents; it continues until the child reaches maturity. During this period of childhood, roughly 20 years, it is possible to distinguish certain needs of the child as an individual and other needs which are identical with those of his family or his community. The child receives or should receive services from many individuals, groups, and agencies in addition to his own family. Each has its special task; none can be performed successfully without regard for the others.

* * * Too often people have failed to recognize the simple truth that the child cannot be broken up into parts—one for the parent, another for the teacher, one for the public official, another for the playground, and still another for the church. The child is an indivisible whole as he grows from infancy to manhood and must be planned for and served as such.²

Summing up the recommendations of the Conference on Children in a Democracy and their implications in the light of the impending urgency of national defense, the Chief of the Children's Bureau made the following statement in May 1940:

What, then, is our duty to the children of today, the citizens of tomorrow, in this time of crisis?

First, it is to understand clearly that our internal strength, our unity of purpose, our effectiveness in achieving results, whether in peace or in war, depend to a great extent upon the confidence with which parents can face the future for their children. Their safety, their health, their homes, and their schools must be protected at whatever cost of resourceful planning and financial sacrifice. The responsibility for such planning rests with all the people, but they must act chiefly through government. Government, in turn, must work in full cooperation with the citizens of the country in their many organizations devoted to civic advancement and human welfare. * * *

Second, there must be immediate expression of the purpose of the people of the United States to preserve and strengthen the economic foundations of home

² *Children in a Democracy*, pp. 8-9.

life * * * to preserve the social gains of the last decade, including governmental action to protect fair labor standards. * * * At the same time, general-assistance programs must be strengthened throughout the Nation. * * *

Third, child-labor standards must be preserved and strengthened. The manpower of the Nation is more than sufficient to meet all needs without calling upon children to sacrifice their strength and their schooling for industrial employment. * * *

Fourth, educational resources must be maintained and augmented as necessary to assure to every child a fair chance for schooling throughout the school-age period.

Fifth, the objectives of the Nation for its youth, as they have been expressed in our developing youth programs, must not be forgotten. * * * Every facility must be provided for guidance of youth, for encouragement of those with special gifts, for assuring to all youth opportunity for education or useful employment.

Sixth, we must cover the entire Nation as soon as possible with basic public-health and child-welfare services, needed at all times and especially necessary in times of special stress. All the counties, not merely two-thirds of them, should have public-health-nursing service to guard against epidemics, give health supervision, and assist in the development of community health services for children. Medical-care programs for mothers and children should be extended.

All our rural counties, not merely 500 of them, should have as soon as possible the services of a child-welfare worker, free from the heavy case loads which are carried by public-assistance workers, and able to give full cooperation to citizens' groups in developing whatever community programs may be necessary to safeguard the health and well-being of children. In every city the public and private resources for safeguarding the health and welfare of children should be reviewed and strengthened with a view to meeting the needs of every child who may require special service.³

Follow-Up of the White House Conference Recommendations

In its "call to action" the Conference on Children in a Democracy faced the dual task of promoting the welfare of children through a long-sustained program and of meeting wartime emergencies: "Recognizing the immediate necessity for providing against the material dangers of the moment, this Conference is impressed also with the equal necessity for maintaining internal strength and confidence among the people of the strongest democracy in the world. If the American people, in a world showing many signs of breakdown, can present a picture of a Nation devoting thought and resources to building for the distant future, we shall strengthen by these very actions our own faith in our democracy."⁴

³ *American Childhood Challenges American Democracy* (speech by Katharine F. Lenroot at the National Conference of Social Work, Grand Rapids, Mich., May 28, 1940). *The Child*, July 1940, pp. 7-8.

⁴ *Children in a Democracy*, p. 85.

The Conference affirmed its belief in the convictions of the American people—

That democracy can flourish only as citizens have faith in the integrity of their fellow-men and capacity to cooperate with them in advancing the ends of personal and social living.

That such faith and such capacity can best be established in childhood and within the family circle. Here the child should find affection which gives self-confidence, community of interest which induces cooperation, ethical values which influence conduct. Secure family life is the foundation of individual happiness and social well-being.

That even in infancy, and increasingly in later years, the welfare of the child depends not alone upon the care provided within the family, but also upon the safeguards and services provided by the community, State, and Nation.⁵

The Conference called upon all citizens "to press forward in the next 10 years to the more complete realization of those goals for American childhood which have become increasingly well-defined from decade to decade."

In accordance with a plan adopted at the closing session, the National Citizens Committee of the White House Conference on Children in a Democracy was organized in June 1940.⁶ Under the leadership of this organization follow-up activities were initiated in more than half of the States by White House Conference Committees or Citizens Committees. These were organized with the official sanction of the Governors or as voluntary groups and represented a wide range of child-welfare interests. In conformity with the pattern set by the original conference they have been concerned with "the whole child," giving equal recognition to the fields of health, education, and social welfare, and emphasizing particularly the need for security of family life.

Many of these committees sponsored State-wide or regional meetings for discussion of the following topics:

What should be our goals for the protection of children throughout this State?

To what extent does the State (or community) now provide for the needs of children?

What action should be taken by the State and by the local communities in order that childhood may be more secure?

How can all organizations and citizens cooperate in a long-range program and an immediate plan of action?

Extensive fact-finding studies in the various fields of interest usually formed the basis for consideration of these questions. In a few States a notable beginning was made in organizing local

⁵ Ibid., pp. 84-85.

⁶ As of January 1, 1943, the activities of the National Citizens' Committee were discontinued, and its work was delegated to the Children's Bureau, United States Department of Labor.

committees to work under the guidance of the State group. Because of the war emergency which soon made urgent demands upon the time and effort of State and local leaders in the White House Conference program, some of these committees have found it necessary to merge their interests with committees engaged in emergency activities in behalf of children especially affected by wartime conditions, and several have discontinued their work for the duration of the war.

In some States, on the other hand, wartime activities have given an added incentive to the work of committees concerned with the long-range program that see in the emergency a special need for insuring the maintenance of standards of child care. These committees are continuing to keep before the citizens of the State the principles set forth in the Conference recommendations, as a foundation for a post-war child-welfare program. State White House Conference Committees which have temporarily ceased active work have stated that through participation of their members in committees concerned with children in wartime they will be continuing to promote the purposes of the White House Conference, and some of them have indicated that they hope to resume their long-range programs when the war is over and the emergency agencies have been discontinued.

The follow-up program of the Conference on Children in a Democracy could not have taken root had it not been for the active interest of National agencies and State-wide organizations concerned with various aspects of family and child welfare, which have kept the objectives of the Conference before the public and have urged the need for translating the recommendations into State and community action. Through publicity these organizations have laid a broad foundation of Nation-wide understanding of the standards essential to child health, education, and social welfare in wartime as in normal times.

Program of Action for Children in Wartime

The Children's Charter in Wartime, formulated by the Children's Bureau Commission on Children in Wartime in March 1942, begins with these words:

We are in total war against the aggressor nations. We are fighting again for human freedom and especially for the future of our children in a free world.

Children must be safeguarded—and they can be safeguarded—in the midst of this total war so that they can live and share in that future. They must be nourished, sheltered, and protected even in the stress of war production so that they will be strong to carry forward a just and lasting peace.

In August 1942 the Commission adopted a Program of State Action for Our Children in Wartime, outlining 10 subjects which should be given consideration by the States as war measures.⁷ The program includes health services so organized as to overcome or compensate for overcrowding of existing health facilities and shortages in medical and nursing personnel, and nutrition education, school lunches, and low-cost milk in order to insure adequate nourishing food for all children. In view of the possibility of enemy attack, protection of children in danger zones and provision for their safety constituted an essential part of the program. The employment of mothers in war industries necessitates provision of day care for their children. Also in the field of social service, special assistance programs are advocated to meet wartime needs of children in their own homes, community child-welfare and other social services that will conserve home life for children and safeguard them from neglect and delinquency, and provision for the care of children who because of war conditions must be separated from their families.

Opportunities for recreation and mental-health services are seen as measures which will help children and parents to overcome wartime strain and insecurity and to make adjustments required by war conditions. Emphasis is placed upon overcoming or compensating for shortages of schools or teachers and assuring full school opportunity for each child, and upon meeting the needs of the Nation for participation of young people in war production while having due regard for conservation of health and educational opportunity for youth in accordance with the basic principles of child-labor regulation.

The following suggestions were made by the Commission in regard to organization for effective action:

1. Fixing responsibility for planning, coordination, and leadership on some representative State group. Wherever practicable this group should be a committee or subcommittee of the council of defense, whose work should be properly related to the work of other defense-council committees including those dealing with emergency and protective measures.

2. Inclusion in the State committee of representatives of State departments of welfare, health, education, and labor, and of State-wide organizations concerned with children; especially representatives of active State White House Conference committees and other groups having a similarly broad purpose, with provision for full cooperation with such groups.

3. Organization of a representative local committee, when practicable, as part of the local defense council.

⁷ *For Our Children in Wartime—a Program of State Action* Adopted August 28, 1942, by the Children's Bureau Commission on Children in Wartime in consultation with the Office of Defense Health and Welfare Services and the Office of Civilian Defense. Children's Bureau. Washington, 1942.

The U. S. Office of Civilian Defense and the Children's Bureau have collaborated in promoting the development of State defense-council committees on children in wartime. More than half of the State defense councils have organized such committees for action along the lines suggested by the Commission. Notable progress has been made in a number of States in organization of local committees which parallel the State committee in representativeness of membership and scope of program, and which work under the general guidance of the State group.

A publication prepared under the direction of the Children's Bureau Commission on Children in Wartime outlines "Community Action for Children in Wartime"⁸ somewhat along the lines of the earlier statement by the Commission in regard to State action. Definite suggestions are made for action especially in communities where war conditions have intensified certain problems:

1. A well-baby clinic in every community.
2. Care for children of employed mothers.
3. School lunches.
4. Schooling for every child.
5. Play and recreation programs in every community.
6. Employment safeguards for every boy and girl.

A later publication⁹ is concerned with community programs for the prevention and treatment of juvenile delinquency. This problem is "inextricably bound up with all the factors in our social and economic life," and control of juvenile delinquency is recognized as part of a complete program of community action, including:

1. Strengthening of resources needed by all children.
2. Protection of groups of children especially vulnerable to delinquency.
3. Control of harmful influences in the community.
4. Services for the delinquent child and the child with behavior problems.

Some community projects initiated as emergency measures will not be needed when the war is over, or their need may be greatly reduced. But problems such as juvenile delinquency, recognized as particularly urgent because of war conditions, require the same kind of coordinated community effort for prevention and control in normal times as in times of special stress. Emergency measures highlight services which will be essential for the protection of children in post-war years.

⁸ *Community Action for Children in Wartime*. Children's Bureau Publication 295. Washington, 1943.

⁹ *Controlling Juvenile Delinquency; a community program*. Children's Bureau Publication 301. Washington, 1943.

Post-War Objectives

The long-range as well as the wartime objectives that have been defined for the children of this Nation will be attained not through declarations of ideals and principles but through effective action in each State and in each community. Fulfillment of some of these aims will require assistance by the Federal Government to enable State and local units to provide essential resources for the health, education, and social-welfare needs of children. In addition to their direct responsibilities for child care and protection, safeguarding health, and promoting education, States have the important task of providing leadership and financial aid to local units of government. But it is upon the thousands of local communities throughout the country that the chief responsibility rests for initiating and for carrying through the measures that are needed if all their children are to be protected in their inherent rights to the security of a home, health protection, and educational and recreational opportunities.

Security of the Home.

Secure family life is the background of child welfare. Programs for social insurance, public assistance, and prevention of unemployment, and for improving housing, safeguarding public health, and making more generally available the essentials of an American standard of living are being formulated as fundamental parts of post-war planning. These are basic measures for the protection of children. No ameliorative or child-caring activities can compensate a child for the loss of the security which he should find in his home; no protective measures can make up to him for malnourishment and insanitary living conditions in childhood.

Economic security which will make it possible for families, wherever they may live and whatever may be their station in life, to provide for their families in accordance with a decent standard of American living is the first and by far the most important step in preserving home life. The greatest cause of child dependency—broken homes—would be greatly reduced by various forms of social insurance which lessen the burden upon families when the death or disability of the wage earner threatens the stability of the home. Well-administered and adequate public assistance to families who require such aid in order to give their children proper care is an essential part of the program for family security.

For more than 30 years public aid to dependent children in their own homes has been emphasized as a primary child-welfare measure, and within the past few years, through the Social Security Act, great advance has been made in provision for children deprived of

parental support. The assistance given under this form of public aid is still far from adequate in most of the State and local units of government, with respect to both the adequacy of family grants and the proportion of children in each community in need of such aid who are receiving assistance. Consideration should be given to measures which would equalize Federal grants to States, and State aid to local units, in accordance with the financial ability of the State or the local unit to supply the necessary funds. With the help of the State administrative agency, every community should make a careful study of the need for aid to children in their own homes, the extent to which the need is now being met, and the strengths, the shortcomings, and the financial resources of the responsible administrative agency, and should face the question of how this form of assistance may be made a more effective instrument in preserving home life in the post-war years.

Not only does conservation of home life for children require these basic measures for supplying the essential means of maintaining healthful living conditions, but there must also be available the social services to assist families who need such help. Case-work service by private and public family-welfare and child-welfare agencies, homemaker service supplying a substitute for mothers who because of illness or for some other reason cannot give their children the necessary care, and psychiatric service by clinics help parents to overcome difficulties threatening the home and to deal with problems of child development and behavior.

Protection of Child Health.

In order that the health of its citizens may be protected, States have provided health services, supported in part through Federal funds, to local units of government to assist them in making certain types of medical care available. But the character of the health program of the community depends upon the concern which the county, city, village, or town itself has for the health and well-being of its inhabitants. Every community has the responsibility of safeguarding the health of all its members through enforcement of sanitary regulations, control of contagious diseases, and promotion of adequate housing facilities. It is also the obligation of the community to see to it that preventive and curative health services and medical care are available to the entire population, to those who are unable to pay for necessary services as well as to those who are economically able to procure them.

The first essential of a well-rounded community program for the protection of child health is a full-time local public-health service organized on a county, city, or district basis and provided with adequate funds and qualified staff.

Health measures of primary importance to children which should be available through services of qualified physicians, public-health nurses, clinics, or hospitals include: ¹⁰

Medical and nursing care for all women during maternity and for all newborn infants.

Supervision of the health and development of all infants and children at stated intervals.

Health instruction in schools and health education of parents in methods of conserving both physical and mental health.

Effective nutrition services.

Medical care when needed.

The cost of preventive services and medical care must be faced squarely. Through a program of education the public must be brought to realize the vital importance of the proposed health measures and their relationship to family life and to education and social welfare.

Educational Opportunity.

Equality of opportunity for education is the cornerstone of democracy. The war emergency has brought into the foreground many inequalities and shortcomings of educational systems now in operation. Post-war education will be faced with many new problems brought about by wartime shortages of teachers and inadequacy of funds required to maintain recognized standards of buildings and equipment. But there will also have come a more general understanding of the need for making available to all children, regardless of race or place of habitation, those opportunities which will give to every child the chance to grow into a well-balanced, useful citizen. Each State and each community must meet this challenge in a realistic way.

Physical handicaps should not deprive children of academic training and the chance to develop latent talents and abilities. Special school facilities are essential for adequate training of children who are blind or have defective vision, who are deaf or hard of hearing, crippled, or unable to attend the regular classes because of chronic illness. In order that they may become community assets and not liabilities, mentally deficient children should receive suitable training up to the limit of their capacities. All too few States and communities have assumed full responsibility for the education of those who are unable to share in the school programs of more fortunate children. The obligation for making special training available to all children who need it rests with the States as well as the local communities.

¹⁰ *Children in a Democracy*, pp. 58-59.

The school careers of many children are impeded by emotional problems or by home conditions, and early recognition and treatment of behavior difficulties is a measure of primary importance in preventing delinquency and other maladjustments. Social services should be provided within the school system or made available to schools by clinics and social-welfare agencies.

Educational opportunity includes much more than provision of primary and secondary schools and special training for those equipped to profit by it. It means also making available to children, and adults as well, the services of public libraries and the instructive media which communities may offer through study clubs, lectures, museums, and various forms of visual instruction. Much that is thought of primarily as recreation, such as boys' and girls' clubs, "scouting," camping, and similar activities which help to develop character and provide an outlet for individual interests and talents should also be planned for because of its educational values. A community program which is designed to provide full educational opportunities to boys and girls should take into account these means of mental as well as physical growth.

Conditions resulting from the war have emphasized the direct relationship between the increasing problem of juvenile delinquency and the absence of adequate school facilities in communities supplying war materials. Children are denied the fundamentals of an education and are left to roam the streets and follow their own devices because enough schools have not been provided to permit enrollment of all children of school age. Half-day sessions, inadequate equipment, and a poorly paid and ill-equipped teaching staff rob many children of the basic education which should be guaranteed to every child. These conditions are in urgent need of correction as wartime measures; in the post-war years every child should have available schooling which will prepare him for responsible citizenship.¹¹

Safeguarding Employment of Children and Youth.

Protection against child labor is closely allied to the subject of educational opportunity. So long as children and youth are compelled by economic necessity to seek employment at an age when they should be receiving an education, and so long as laws regulating child labor fail to provide essential protection, children will be deprived of the schooling which is their due, and physically imma-

¹¹ See also Office of Education Leaflets No. 64, *Planning Schools for Tomorrow—The Issues Involved*, and No. 66, *Some Considerations in Educational Planning for Urban Communities*. U. S. Office of Education. Washington, 1943.

ture boys and girls will engage in work which not only stunts their minds but may injure their bodies.

Greatly increased employment of children has revealed weaknesses and gaps in child-labor protection in many States. Those undertaking planning for post-war years should ascertain the situation in the particular State or community and make sure that adequate child-labor standards are incorporated into law and that provision is made for effective administration.

The community has a continuing responsibility for preventing loss of education and unsuitable employment that not only may cause irreparable injury to youth now but may handicap them as future citizens prepared to maintain security for the children of post-war years. This responsibility extends to all the services that relate to the child and his transition from school to work and that depend on community support for their effectiveness—vocational guidance, employment-certificate issuance, and placement services.

Consideration must be given also to employment and education problems of youth that may arise in a post-war period of restricted employment opportunities. Boys and girls now in school should be given a broad type of education that will enable them to qualify for jobs in such a period. At the end of the war children who left school prematurely because of war conditions should be encouraged to complete their education, and young persons who cannot find jobs should be offered further education and training and provided with work opportunities—if necessary, under public auspices. The years following the war should see a strengthening of child-labor laws, both federally and in the States that do not now afford adequate protection, and a quickening of community responsibility for seeing that these laws are properly administered for the benefit of youth.

Social Services for Children.

In all States the welfare department or some other department or board of the State government has under its jurisdiction institutions for juvenile delinquents and for mentally deficient children. Schools for blind and for deaf children are also under State control, and in many States institutions for dependent children or child-placing activities for the care of these children are conducted by the State welfare department. These institutions and agencies are designed to give care and training to children who are peculiarly in need of the protection of the State, but many of them do not have sufficient financial support to permit good standards of equipment and staff. The rising cost of living and, in many cases, increasing demands for service because of the war have made conditions even more serious than they were in normal times.

State institutions and agencies providing for care, treatment, and training of children should be studied to ascertain whether their service is of real benefit to the children. Appropriations made available to the responsible department should be sufficient to assure proper care of the State's most needy children. Careful consideration should be given to necessary expenditures for medical care, education, specialized training, and social service. Personnel requirements are of the greatest importance in determining appropriations needed for child-caring activities.

Laws relating to licensing and supervision of child-caring institutions and agencies, boarding homes, and maternity homes have been enacted for the purpose of safeguarding children who must be cared for away from their own homes. All too often protective laws on the statute books are poorly enforced because of failure to make available a sufficiently large staff of qualified workers to carry out the purposes of the law. State departments should have a constructive program of assistance to local public and private institutions and agencies in developing standards essential to the health and welfare of the children under their care.

Increasingly during the past decade State welfare departments have assumed a third function—aid to counties and other local units in planning social services and such financial assistance as will enable the communities to carry out these programs. Public social services for children are inadequate or they are lacking altogether in many local units because the State governments have not made sufficient provision for financial aid and for leadership in promoting these community services.

Planning for the welfare of all children in need of special care and protection calls for ascertaining whether the State department responsible for the social welfare of children has enough funds and enough qualified workers to give adequate service to the children under direct care of the State, to exercise supervision of child-caring agencies in such a way that children will be safeguarded, and to assist local communities in providing social services for children and sharing the cost of these services.

The need for social services for children in every local community was emphasized by the White House Conference on Children in a Democracy:

Social services to children whose home conditions or individual difficulties require special attention should be provided in every county or other appropriate area. * * * The local public-welfare department should be able to provide all essential social services to children, either directly or through utilizing the resources of other agencies. Public and private child-welfare agencies should cooperate in a program which will assure the proper service to every child in need. * * * Public child-welfare services should be

available to every child in need of such help without regard to legal residence, economic status, race, or any consideration other than the child's need.¹²

Local child-welfare services have been provided in many rural counties and in a number of areas of special need through a program in which the Federal, State, and local units of government share the cost. In a few States such services have been made available, mainly through State and local funds, on an almost State-wide basis, but in most of the States only a small proportion of counties are equipped with adequate public services for children.

Through its public and private agencies every community should have available case-work services to children in their own homes, social services which may be utilized by the schools for prevention of behavior problems, and mental-hygiene or child-guidance clinics which are accessible to parents, schools, courts, and children's agencies. For the care of children who must be cared for away from their own homes temporarily or for an extended period the community should have, within its boundaries or easily accessible, the various types of resources needed for foster care, for treatment and training of physically handicapped children, for care of mentally deficient children, and for constructive treatment of children who are delinquent. Provision of essential social services for all children needing such services is one of the most definite and urgent problems of post-war security for children.

State Action Through Legislation.

The child-welfare laws of a State reflect the concern of its citizens for the welfare of children. Statutory provisions do not of themselves create beneficial conditions; they define safeguards for those who are in need of special protection, and they give authority for administrative action by public agencies. Legislation which concerns children directly or indirectly should be in harmony with principles of child health, education, and social welfare recognized as essential to the well-being of children.

Child-welfare standards cannot be translated into action unless State and local agencies charged with safeguarding health, providing educational opportunities, and affording child care and protection are authorized by law to adopt policies and practices required to achieve these ends, and unless adequate funds are made available to them for carrying out these measures. The authority of State law is required to protect children from neglect or abuse, to safeguard those who are cared for away from their parental homes, to guard children against too early or hazardous employment, and to insure wise treatment of juvenile offenders.

¹² *Children in a Democracy*, p. 64.

The recommendation adopted by the 1919 Conference on Minimum Standards for Child Welfare (commonly referred to as the second White House Conference) is still applicable to the situation in many States:

The child-welfare legislation of every State requires careful reconsideration as a whole at reasonable intervals in order that necessary revision and coordination may be made and that new provisions may be incorporated in harmony with the best experience of the day. In States where children's laws have not had careful revision as a whole within recent years a child-welfare committee or commission should be created for this purpose. Laws enacted by the several States should be in line with national ideals and uniform so far as desirable in view of diverse conditions in the several States. Child-welfare legislation should be framed by those who are thoroughly familiar with the conditions and needs of children and with administrative difficulties. It should be drafted by a competent lawyer in such form as to accomplish the end desired by child-welfare experts and at the same time be consistent with existing laws.¹³

There is growing recognition of the desirability of providing for periodic review of legislation in the fields of child health, education, and social services for children by an official body representative of these interests in order that statutory provisions may be brought into harmony with recognized standards of care and protection and with administrative needs. Constant vigilance is required to keep pace with changing conditions which may necessitate new controls. Legislation relating to wartime emergencies is a case in point.¹⁴ Not only must legal provision be made for dealing with conditions that require special safeguards, but such emergency legislation should be reviewed when the emergency is over so that its provisions will not stand in the way of progress toward a unified body of laws conforming to the standards set for the care and protection of children in the State.

Child-welfare legislation should be studied from the point of view of the purposes to be attained through the specific proposals—why certain regulations and types of provision are needed and through what supervisory or administrative processes they may be made effective. Legal definition of the responsibilities of State and local government agencies and the appropriations made available to them for carrying on these duties determine the character of the services which can be provided by these agencies.

It is not always practicable to review the whole range of child-welfare legislation or to "codify" all laws which relate to the

¹³ *Minimum Standards for Child Welfare* Adopted by the Washington and Regional Conferences on Child Welfare, 1919. Children's Bureau Publication 62. Washington, 1920.

¹⁴ See *Legislation for the Protection of Children in Wartime—Suggestions Submitted by the Children's Bureau Commission on Children in Wartime*. Children's Bureau, Washington, January 1943.

welfare of children, but it is important that whatever phase of legislation is dealt with shall be studied in conjunction with other laws which may have a bearing upon the same subject. For example, laws designed for the protection of children cared for away from their own homes should be approached from the health as well as the social-welfare point of view; child-labor laws should be related to laws on school attendance; legal provision for treatment and training of physically handicapped children should take into account the need for coordinated health, education, and social-welfare activities in behalf of these children.

Legislative commissions officially created or committees working under the auspices of State-wide organizations have reviewed and revised child-welfare laws in a number of States during the past few years. Even though a commission or committee may be concerned with only a small area of the total field of legislation relating to children, it is essential that it shall have in mind the underlying philosophy and the accepted standards of child care and protection. This has been facilitated in some States through collaboration between a State-wide committee concerned with a long-range program of health, education, social welfare, and related areas of service and an official commission on legislation. Committees of State conferences on social welfare and of health and education organizations, as well as committees with a comprehensive program of child welfare, may perform a most useful function by keeping in touch with the operation of protective legislation and the need for revising existing laws so as to make them more effective. • The active interest of organizations concerned with the welfare of children is needed especially in relation to appropriations made available by State legislatures for administration of State departments, support of public institutions and agencies, and assistance to local public-health, education, and social-welfare departments.

All citizens of the State and its communities must be kept informed of the reasons for legislative proposals. Without general understanding of needs and objectives, desirable measures—even though they may be enacted into law—may fall short of the purpose they were intended to serve. It is one thing to secure the passage of a law and often quite another to assure its practical application for the protection of children.

Certain basic principles of legislation are applicable in all States, but the development of a unified body of child-welfare laws in any State must take into account the need for specific types of protection in that particular State and the extent to which laws on the statute books afford the necessary safeguards. State laws relating to children should be developed through a continuous process of

keeping abreast of changing social and industrial conditions and harmonizing statutory provisions with evolving standards of protection. Legislation is a means toward an end, not an end in itself.

Unified Approach to Child-Welfare Problems

The importance of unifying health, education, social-welfare, and related interests in planning and in carrying out programs for the welfare of children was stated with particular emphasis by the White House Conference on Children in a Democracy. State and local committees for follow-up of the Conference recommendations adhered to this principle, and defense-council committees on children in wartime have also included representation of public and private organizations concerned with the various phases of the welfare of families and children. Joint planning and unified action in behalf of children should be the cornerstone of programs for the security of children in post-war years.

Unified approach to children's problems not only means coordination of interests in planning a community program, but implies also balanced development of all types of necessary resources. The forms of service for children are to a considerable degree interdependent. Problems which may be dealt with primarily from the point of view of child health—or of education or of social welfare—in many instances require also one or both of the other types of services. For example, a child needs treatment provided by a health agency, but conditions in the home may be such that medical care is not likely to be effective without some service by a social agency. Likewise, a child may be losing out on schooling because he lacks medical attention or because of emotional difficulties, or he may leave school to go to work before he is intellectually or physically equipped for work because his family does not receive assistance which should be given by a social welfare agency.

During the past few years resources which have become available through the Social Security Act have made it possible increasingly to apply in practice the theory that conservation of home life is the foundation of the welfare of children. Recognition of the importance to the individual child of conditions that affect the health and economic security of the entire family group has brought into closer relationship agencies concerned with the welfare of families and children.

Facilities for safeguarding mental and physical health are needed by schools. Institutions and foster-care agencies must have available the resources of health agencies. Measures for the protection of children against injurious employment cannot be effective unless educational opportunities are provided and school

attendance is enforced. The interrelationship of the various agencies of the community is seen most clearly in dealing with a problem such as juvenile delinquency, which demands the interplay of social services for families and children, schools, health agencies, churches, the court and law-enforcement agencies, recreation agencies, and all other organizations which may contribute to prevention and proper treatment.

Services available in the community should make it possible to deal with a child as an "indivisible whole," in need of many kinds of opportunities and safeguards, all of which operate together for his physical, mental, emotional, and social development.

State and Community Planning for the Welfare of Children

Special Safeguards for Children in Wartime

Because of the war emergency, first consideration must be given to the immediate necessity for protecting children from wartime dangers. These needs are urgent and dramatic; they call for a realistic approach and quick and effective action, but emergency measures cannot be considered entirely apart from conditions which affect the well-being of all children in the State and its local communities.

The problems of children in wartime are for the most part the same as child-welfare problems of normal times, intensified in certain areas by war conditions and seen in a clearer light because of their relation to manpower needs and to the special urgency of conserving the health and morale of the entire population. The standards of health and child care, child-labor safeguards, and other protections essential for children in normal times should be maintained with special vigilance because of the added pressures upon families and children under wartime conditions.

Inadequate and insanitary housing is a serious hazard to the health of families in communities where war industries have brought a sudden influx of workers. Living conditions which make normal home life difficult, absence of fathers for military service, employment of mothers of young children, and night work and unusual strain of parents employed in war industries undermine family life and endanger the well-being of children. Absence of parental guidance, freedom from restraints, and lack of protection of youth from dangerous influences in the community create problems of juvenile delinquency. Relaxation of school-attendance and child-labor laws, coupled with adolescent unrest, permits boys and girls to leave school before they are physically and mentally equipped for work. Unprecedented increases in child labor and youth employment due to wartime demands have increased manyfold the child-labor problems of normal years. Problems such as these demand immediate action and must be dealt with as war measures; they cannot await the procedures which are necessary to obtain statutory or administrative changes in normal times.

The State has certain definite obligations to safeguard children by providing the legal protections required because of wartime conditions and enforcing with special care the laws on the statute books designed for the protection of children. But the greater part of the burden of child care and protection in wartime falls upon the local communities throughout the State. In order to assure the necessary safeguards in all areas where wartime measures may be required, State leadership and financial aid should be available for communities in which the welfare of children is threatened by conditions resulting from the war emergency.

Responsibility for developing and carrying out the necessary program of action for children in wartime should be centered in an officially created State committee representative of public and private agencies and citizen interest in child health, education, employment safeguards, and social welfare. A similarly constituted committee in each county, city, or other practicable local unit should be the focal point through which citizen interest and the concern of public and private agencies may be coordinated in a program of action which has the support of the community.¹⁵ State and local committees on children in wartime should have available the expert guidance of persons with technical knowledge and experience in dealing with the problems under consideration.

The primary importance of security of home life and the basic standards of child health, education, and social welfare should be borne in mind in planning for the care and protection of children in wartime. Even though some of the services which are needed urgently as emergency measures may not be required after normal conditions have been restored, or though the need for them may be greatly reduced, it is important that so far as possible special wartime services shall be integrated with existing services in the community and made a part of the total community program for child welfare. When the war emergency is over, special vigilance will be needed to see that the interests of children are served in the transition from war to peace.

Out of the experiences of wartime there should come a better understanding of the basic requirements of a community program in behalf of children and effective methods of coordinating services to meet the individual needs of children. From the point of view of the well-being of children, disruption of home life is the most serious hazard of wartime. The community must make all possible efforts to deal with the many angles of this problem so

¹⁵ See *Civilian War Services*; an operating guide for local defense councils (OCD Publication No. 3626, pp. 17-19; U. S. Office of Civilian Defense, Washington, August 1943) for statements on organization and functions of local committees.

as to prevent needless weakening of family ties or breaking up of homes because of exigencies of war. This is the outstanding challenge to wartime services for children.

Planning for the Post-War Years

Urgency of Immediate Action.

A plan for the future can be projected only upon the foundation of what is happening to children here and now. Action as well as planning must begin in the immediate present; it cannot await the end of the war period. It is of the utmost importance that Nation-wide attention be directed now to basic principles of child health, education, employment safeguards, and social welfare, and that those competent to evaluate needs and resources review the extent to which these standards are put into practice or can be set up as goals for State and community action. To this end reports of the 1940 White House Conference, standards based on these reports, and recommendations for the extension of essential services should receive wide study.

During the past few months several reports have become available which deal with problems vitally important to the welfare of children. Reports of the National Resources Planning Board discuss fundamental issues of family security and the economic basis of life in a democracy. The report prepared by Sir William Beveridge for the British Inter-departmental Committee on Social Insurance and Allied Services deals with post-war problems of social security. The Final Report of the Conference on Children in a Democracy gives a comprehensive and unified picture of American democracy as it is related to children. These documents¹⁶ provide a background for consideration of family and child-welfare problems in every State and in every community of the Nation.

Planning of measures required to safeguard the health, education, and social welfare of children is especially urgent at this time

¹⁶ *Security, Work, and Relief Policies*; report of the Committee on Long-Range Work and Relief Policies to the National Resources Planning Board. National Resources Planning Board, Washington, 1942. 640 pp. \$2.25.

National Resources Development. Report for 1943—Part I. Post-War Plan and Program. National Resources Planning Board, Washington, 1943. 81 pp. 25 cents.

Social Insurance and Allied Services, by Sir William Beveridge. American edition published by Macmillan Co., New York. 1942. 299 pp. \$1.

White House Conference on Children in a Democracy, January 18-20, 1940—Final Report. Children's Bureau Publication 272. Washington, 1943. 392 pp. 65 cents.

when a national emergency has emphasized the vital importance of assuring to all children the opportunities which should be their birthright as citizens of the United States. Not only do crises such as the economic depression of the 1930's and the present war-time emergency throw a spotlight upon conditions which necessitate radical action, but they open the way to a rethinking of the fundamental values which should be protected by the Federal, State, and local governments and by those voluntary organizations which have a part in building the community structure. Attention is focused upon the need of families and individuals for security and equality of opportunity; lines dividing the various fields of concern for human welfare tend to disappear; and it becomes easier to secure a unified approach to the problems of the family as a whole and to the total needs of individual children.

Review of Child-Welfare Needs.

In every State and in every community there is need for a program of action based upon comprehensive review of conditions surrounding childhood. (See *Outlines for Review of Conditions and Services Affecting Children—State and Community*, pp. 31-74, Laws and administrative procedures will have little influence upon the lives of children unless conditions throughout the State afford security to individual children. The citizens of each of the thousands of communities comprising the United States have in their hands the power to make the National, State, and local programs really mean something to children. They are the ones who must see the vision of a safer and happier childhood as the first line of defense for our democracy.

The White House Conference on Children in a Democracy constructed the framework of a program through which progress may be made toward the goals of more secure family life and availability to all children of the opportunities implied in the democratic ideals of our country. It is a long-range program and one which requires planned action in each State and in each community. The recommendations of the Conference are focused upon the fundamental importance of the family home. They emphasize the interrelated responsibilities of public and private agencies concerned with health, labor, housing, education, recreation, library service, religious training, and social welfare. They stress the need for State leadership and assistance in developing adequate services in local units, and hold that to a certain extent Federal action will be required to help provide necessary services because the States and local communities differ so greatly in their financial ability.

How Does Your State Fulfill Its Responsibilities to Children?

The responsibility of the State as the ultimate guardian of the well-being of its citizens has been written into State constitutions and is the basis of legislation in the fields of health, education, and social welfare. During the past decade new responsibilities have been assumed by State governments for assistance to families and individuals in need, and State and local governments have collaborated in administering these measures. Provision for education and for maternal and child-health services has been extended, and social services for children and aid to crippled children have been developed in areas where services of this kind were unknown before. Much of this progress has been due to the cooperation of the Federal Government with the States under various Federal-aid programs. But there are many gaps in State and local aid for families and children who need health and social services, and throughout many States assistance to needy families is seriously inadequate for the conservation of normal home life. In many sections of the country, especially in rural areas, educational opportunity falls far short of an acceptable minimum for preparation for responsible citizenship in a democracy. Employment at too early an age and harmful conditions of employment for children and young persons are other factors that often retard or make impossible the best development of the growing generation.

New realization of public responsibility for safeguarding children serves to emphasize the need for review of laws and administrative practices. There must also be consideration of the extent to which financial resources are available for essential services by State agencies and for State aid to local units. Services cannot be improved and expanded so as to make them available to children wherever they may live and whatever their needs may be unless the necessary funds are provided. The wartime emergency increases the importance of maintaining and extending the gains which have been made in resources for the care and protection of children and places upon States added obligation to conserve family life and to safeguard childhood.

State-wide review of conditions affecting the health and well-being of children and the opportunities open to them during the period of growth from infancy to maturity requires careful planning by a State organization responsible for a long-range program of action projected into post-war years.

How Does Your Community Serve Its Children?

The goals set by the White House Conference on Children in a Democracy will be attained only when there is a sincere desire on the part of citizens of each community to obtain for children

those opportunities for healthful development which should be assured to every American child. Whether he lives in a large urban center, a small city, a village, or a rural town, the life of the child is influenced by his community environment. The character of his home, the standard of living of the family, and the health of its members are largely dependent upon conditions in the community. If children are to have a fair chance, the agencies entrusted with responsibilities in the fields of health, education, employment, recreation, and social services, organizations fostering religious and cultural activities, and citizens who have the welfare of children at heart must share in the planning of a community program which has as its slogan "Our Concern—Every Child."

The recommendations of the White House Conference on Children in a Democracy provide a measuring rod for determining whether the children in the community have a fair chance to develop characteristics essential to the democratic way of life. Obviously, in the wartime emergency, the first thing to do in reviewing the situation in a community is to study what is being done for children *now*—how far the needs of children are being met in the war period and what is being neglected. (See *Outlines for State and Community Action to Protect Children in Wartime*, pp. 75–79.)

Review of a community's assets and liabilities in terms of child welfare should answer these questions:

What resources does it afford for building a happy healthy childhood?

Are these resources available for all children?

What conditions in the community may lead to stunted character, injury to health, or social maladjustment?

What needs to be done to make the community a better place for children?

Committees Planning Long-Range Programs of Action.

The Central State Committee.

After the 1940 Conference on Children in a Democracy long-range child-welfare programs were initiated in a number of States and communities by committees promoting follow-up of the Conference recommendations. These committees usually were created through official action, with a membership broadly representative of public and private agencies and citizen interest in the various fields of concern for children. It has been noted in an earlier section that the activities of many of these committees have changed their emphasis or have been suspended temporarily

because of urgent needs of wartime activities. In States where a White House Conference Committee or a citizens committee or council is now active, or where such a committee anticipates resuming a broad child-welfare program, this committee will probably be the logical group for long-range planning projected into the post-war years.

In some States no committee was organized especially for follow-up of the recommendations of the White House Conference because there was already in existence a State-wide organization whose program included a broad range of child-welfare interests or whose functions might be broadened so that it could become the logical organization to give leadership in planning for the welfare of all children in the State. Where it is not practicable to expand some existing organization so that it will include representation of all essential areas of service, it may be found desirable to coordinate the activities of State-wide organizations concerned with child health, education, and social welfare through a central planning committee which will unify their activities and guard against omission of interests which should be included in a complete child-welfare program for the State.

In some States where a recognized State-wide committee has not already been active in planning a long-range child-welfare program, the State defense-council committee on children in wartime may be the logical group to be developed into a representative committee for long-range planning when the immediate urgencies of the wartime program permit such extension of interest.

The principle which should guide organization of State-wide committees concerned with children was utilized by State White House Conference committees. Activities projected by these committees included the entire range of the recommendations of the White House Conference on Children in a Democracy, and their membership therefore represented the various interests concerned. Composition of committees will necessarily differ in the various States, but it is essential to have representation of at least the following agencies: State departments of health, education, social welfare, and labor, and such other departments or commissions as may exist in the State; State-wide agencies under private auspices in the fields of health, education, labor, housing, library service, recreation, and social welfare of families and children; State or regional branches of national agencies and organizations concerned with various aspects of child life. The committee membership should also include some representation of outstanding local organizations and citizens whose first-hand knowledge of community needs and resources will help to integrate local planning and action with the State-wide program. The size of the State

committee will of course depend upon the variety of interests which should be represented in the particular State. If necessary, smaller working groups may be formed for consideration of particular problems.

It should be the function of the State committee not only to review the situation as it relates to the agencies of State government and resources made available through voluntary organizations and to formulate objectives of State-wide action, but to provide practical assistance to localities in organizing community programs. It is therefore essential that the State committee have available in its own set-up or through the collaboration of other organizations an adequate staff of workers qualified to assist local committees in planning review of community needs and resources and in developing and carrying out the necessary plan of action.

The Community Committee.

In cities and other local areas planning should be done by a central committee whose membership is representative of the community's concern for the welfare of children and which is definitely related to the group responsible for central State-wide planning. It should be the function of this committee to plan the program, to coordinate activities of existing community agencies, and to work for the creation of such new facilities as may be needed in order to carry out the program. Operation of services should be the function of properly constituted public and private community agencies.

Unification of child-welfare interests is even more important in local communities than at the State level. In some cities the welfare federation or council of social agencies may be sufficiently broad in its representation of community interests to be the natural center for community planning. In cities where this organization is too limited in scope to assume responsibility for the development of a broad community plan of action in behalf of children a representative committee should be organized in a manner which will assure its acceptance by the community as the center for planning a coordinated child-welfare program. In some cities a coordinating council created to deal with a particular problem may be expanded to cover the broad field. Where a local committee has been organized as a part of a State-wide plan for follow-up of the White House Conference recommendations, this group may be the one which should be responsible for developing the community program for post-war years, or a defense-council committee on children in wartime, such as is now active in many communities, may be the logical nucleus of the group which will be concerned with long-range planning.

Planning a program of community action involves first of all utilizing the experiences in dealing with human problems which have accumulated during the vital years of the immediate past. Membership of the committee responsible for developing the program should therefore include men and women who have taken an active part in community services during the depression and the wartime years, as well as persons whose professional equipment will make available to the committee guidance in the various fields in which technical knowledge is essential to the development of a sound program.

The committee which is to coordinate community interest in the welfare of children should include representation of: Public-health and social-welfare administration and the school system; family-welfare and child-caring and protective agencies under private auspices; the juvenile court and law-enforcement agencies; church groups; racial groups; libraries; recreational and youth-serving agencies; labor and employer interests; housing agencies and farm organizations; civic clubs, the parent-teacher association, and similar organizations of men and women concerned with various aspects of community life. Citizen interest should receive expression through membership on the committee of men and women who have roots in the community and who therefore have a long-time and continuing concern for the welfare of families and children in the community.

Responsibility for the activities of the committee should be lodged in a chairman who has the necessary qualities of leadership and can devote sufficient time to the task. In order to facilitate action it may be desirable to have an executive committee as well as small working committees selected from the entire membership to deal with various phases of the program.

Community review and action should be planned in harmony with the program developed by the central State committee responsible for the State-wide plan and with its advice and assistance, so that the work in the various local areas may make a contribution to the State-wide program as well as provide a basis for local action. There should be unification of plans for studies within different areas of a county as well as integration of community and county-wide programs with the central State plan in order to conserve effort and give strength to the program of action in behalf of children.

"Community," as here used, may mean a county, town, city, or other defined area. Just as the laws and administrative provisions of the State government determine to a large extent the fiscal and administrative situation in each local unit of government, so in most States the administration of county affairs in the fields of

health, education, and social welfare is of immediate concern to the towns, cities, boroughs, or villages within the county. Therefore, if it is not practicable to include the county in its entirety in a community study, certain aspects of county government and resources must be considered in relation to conditions in the particular locality.

Wartime experience in cooperative planning by public and private organizations and by citizens who have a continuing concern for the children of their State and community, and the first-hand knowledge of child-welfare needs gained by the great numbers of men and women who have participated in volunteer services, hold the promise of a program for the post-war years which will focus attention upon children as individuals whose welfare is vital to the State and the community.

Making the Program Known to the General Public.

Informed public opinion is essential to the success of State or community programs of action. Proposals by committees designated to formulate programs for the welfare of children are not likely to be accepted unless there is general understanding and approval of these measures, whether they relate to legislation, administration by health, education, or social-service agencies, or provision of other forms of child care and protection. Representation on the planning committee of the various fields of interest will, of course, spread knowledge of the objectives of the committee's program, but the general public must be made aware of the problems which demand attention and must understand the reasons why the recommended action is needed to safeguard children.

Perhaps the most effective means of bringing this information to the attention of citizens of the community is through the medium of civic organizations, clubs, and discussion and study groups. In order to avoid duplication of effort and undue emphasis upon problems in one field of child welfare to the exclusion of others which call for equal or greater consideration, these groups should coordinate their activities with plans of the central planning committee. Local organizations of this kind can be of great service in spreading knowledge of child-welfare needs of children and they can help to secure legal and administrative action which will safeguard the children of the community.

After the 1940 Conference on Children in a Democracy many national agencies concerned with the problems dealt with by the Conference gave notable service in promoting follow-up of the recommendations through various forms of publicity. Especially

important was the work of certain National organizations with State and local branches or affiliates who not only distributed information regarding the objectives of the Conference but who planned special study outlines for the use of their local associations. Interest in wartime problems of children has been fostered by these organizations in the same way and they are already pioneering in promoting understanding of problems of post-war planning.

Regional and State organizations affiliated with National agencies and State conferences and associations concerned with health, education, social welfare, labor, recreation, and other phases of State and community programs can be of very great assistance to State and local committees through well-planned campaigns of publicity to acquaint their members and the general public with the needs of children and the purposes of programs looking toward greater security for children.

Outlines for Review of Conditions and Services Affecting Children—State and Community¹⁷

Use of the Outlines

Especially in times such as these, State and community review of conditions affecting child life should have the definite aim of securing action where action is needed. The following outlines for review of needs and resources have as their basis the standards of child health, education, and social welfare developed by the White House Conference on Children in a Democracy and they should be used in connection with these criteria of services for children. (See list of White House Conference reports given in footnote 1, p. 2.)

The outlines were planned originally to serve as guides to practical interpretation of the recommendations of the Conference on Children in a Democracy. The preliminary edition, issued in mimeographed form in June 1941 and distributed mainly to State White House Conference committees, brought evidence of widespread interest in material of this kind by many types of organizations concerned with children. The war emergency has greatly increased the demand for outlines which may be used by State and local defense-council committees on children in wartime and by civic clubs and other community groups. National agencies and their State and local branches, as well as State and community committees with a long-range program of action, have already begun to think in terms of services needed for the proper care and protection of children in post-war years. It appears evident that in the months to come many States and communities will wish to develop fairly detailed review of their needs and resources in order to project plans for expansion of services for children in the post-war period so that all families and children may have access to the essentials of health, educational development, and social welfare.

It is obviously impossible to project outlines which will be applicable to the situation in each of the 52 State and Territorial juris-

¹⁷ See Outlines for State and Community Action To Protect Children in War-time, pp. 75-79.

dictions and the several thousand local communities differing widely in population, social and economic conditions, and statutory provisions. It will, therefore, be necessary to adapt the items to the conditions and the programs in each State or community. A more comprehensive plan for obtaining factual data may be found desirable in some States and local communities, and more detailed items will be needed for subjects to be given intensive study.

As a framework for its activities the responsible State or local committee should draw up a statement of the aims of the long-range program for the security of children in post-war years. It may be necessary to consider first certain needs which demand immediate attention and to place major emphasis upon topics of particular and timely interest, deferring other subjects until these matters have been dealt with. Urgent needs of wartime should, of course, receive first attention. But even though the program may have to be dealt with piecemeal and ground gained in whatever area of need may be practicable from a realistic and opportunistic point of view, activities should be fitted into the whole pattern in order that there may be steady progress toward the objective of greater security for children. The structure must be built up story upon story and room by room, with the general architectural plan in mind. Unless the various parts are interrelated, the result will be omission of some important features and over-emphasis of others.

In planning review of conditions affecting children, it must not be forgotten that family welfare is the foundation of the welfare of children and that a secure structure for children cannot be built unless basic economic and social opportunities are available in the community. A program concerned with the various aspects of child welfare cannot be a thing apart from the approach to basic problems of human welfare. The committee planning a State or community program centered around the child must relate its program to efforts being made to meet economic and social needs of families.

Scope and Method of Inquiry ¹⁸

State and local committees undertaking review of child-welfare needs and resources should determine as early as possible what phases of the problem are to be studied within the near future, and definite arrangements should be made for division of respon-

¹⁸ See pp. 75-79 for suggested outlines relating to special safeguards for children in wartime.

sibility for obtaining information and preparing reports relating to various topics. Constructive studies are possible only if qualified leadership is available in the different fields to be covered. Such leadership should come from persons with broad experience in the work of public or private agencies and organizations concerned with health, education, social service, or other subjects to be included. Responsibility for planning and for integrating reports relating to various fields should be centered in one committee or in a single competent individual.

For most of the sections of the State outlines the chief sources of information will be the State departments of health, education, labor, and welfare. Other sources from which information and assistance may be obtained by the State committee include State housing authorities, department of taxation, employment service, civil-service commission, State defense council, and universities and colleges. State-wide professional and lay organizations under private auspices will also have important contributions to make to the study.

Publications of agencies of the Federal Government pertaining to various topics in the State and community outlines may be found in libraries, or may be obtained from the Superintendent of Documents, Washington 25, D. C., or from the agencies issuing them. Information may also be obtained from national organizations whose work relates to subjects covered by the outlines.

The way in which the community outlines can be used will depend upon the facilities of the community group responsible for the program and the leadership available. The local committee should secure the aid of persons who have special knowledge of conditions affecting children and of community resources. If intensive studies are to be made in any field it will be necessary to plan much more detailed inquiries than are indicated in the suggested outlines. Reports of State and local departments of health, education, labor, and social welfare, and other agencies under public and private auspices will constitute primary sources of information in regard to community conditions. It is not desirable to gather first-hand factual material except as it can be interpreted by someone with a knowledge of the particular field, nor should data be collected at first hand if they can be made available to the local committee by the central State committee or obtained from State departments of health, education, labor, or social welfare or other State-wide organizations.

A word of warning may be needed to guard against unrelated community "surveys." Study and discussion groups planning consideration of certain phases of community needs and resources should ascertain whether a representative committee has under-

taken review of conditions affecting children in the community with a view of formulating a program of action. If there is such a committee the group should fit its efforts into this program. In adapting the outlines to club programs or study plans it is desirable that advice and assistance be obtained from persons who can interpret the problems under consideration and who have first-hand knowledge of State and community conditions. Such assistance may be obtained from State and local public agencies and from privately supported organizations in the various fields of interest.

In communities in which there is not already available a directory of social-service agencies, health agencies, and other activities which constitute the community's resources for services to families and children, it may be advantageous to arrange for such a descriptive listing as an initial step in studying the ways in which the needs of children are now being met and to ascertain gaps in essential services. The existence of an organization with a given purpose does not necessarily imply that the needs are being met, as to either quantity or quality of service. Intensive study of the equipment of each agency and the way in which it fits into the whole community picture is needed, but such a technical study should be made only by persons professionally equipped to evaluate services in the various fields. A descriptive directory of organizations available in the community for various forms of services to children will, however, serve a useful purpose. A suggested outline for an inventory of community organizations will be found on pages 80-84 of this report.

Safeguards of Family Life

[*Children in a Democracy*, pp. 10-31, 67-74. *Preliminary Statements Submitted to the White House Conference on Children in a Democracy*, pp. 1-85, 243-257. *Standards of Child Health, Education, and Social Welfare*, pp. 1-2, 19.]

The central theme of the White House Conference on Children in a Democracy was the dependence of the welfare of children upon the welfare of the family of which they are members. Everything that affects, for good or for ill, the well-being of the family unit and the integrity of the home has a direct bearing upon the fortunes of individual children. The recommendations adopted by the Conference are built around this conception of the family as the "threshold of democracy."

In spite of the great changes which have occurred in family life, especially in cities, there is still no more far-reaching educational institution than the family. It can be a school for the democratic life, if we make it so. * * * Giving the child food, shelter, and material security in

general is a primary task of the family. In the family there is opportunity also to teach the elements of personal hygiene, health, and the prevention of disease. * * * Less conspicuous but more important by far is what the child acquires through the family in regard to his relations with his fellows. Standards of conduct may be formed by fear or by example; they may be enforced by authority or by persuasion. It is in the relations of members of the family to one another that the quality of the American democratic way may find opportunity for its most conspicuous realization.

* * * * *

The child, whether in the family, the school, the church, or leisure-time activities, needs to have a personal appreciation of ethical values consistent with a developing philosophy of life. Increasingly as he matures, he needs to see life whole and in its complex relationships. Here the potent influence of religion can give the child a conviction of the intrinsic worth of persons and also assurances that he has a significant and secure place in an ordered universe. * * * The primary responsibility for the religious development of the child rests upon the parents. In the family he is first introduced to his religious inheritance as he is introduced to his mother tongue. Here the foundations are laid for the moral standards that are designed to guide his conduct through life. * * * Responsibility for the religious growth of children and youth is shared by the church and other social organizations that are concerned with their guidance. (*Children in a Democracy*, pp. 10-11, 29.)

Definite criteria cannot be used to measure the content of family life and the way in which experiences in the home influence the formation of character and affect the individual's relation to society. Conference recommendations suggest, rather, the things that should come out of wholesome family life.

Education in the essentials of child care and training and in homemaking which will help to raise the level of family life is needed by families in all economic levels. Directed group discussion of parental responsibilities and evaluation by families themselves of the way in which their homes are preparing their children for life and instilling democratic principles may well be a part of a plan for review of community child-welfare conditions.

Conserving the Health of Children ¹⁹

[*Children in a Democracy*, pp. 51-61, 67-74. *Preliminary Statements Submitted to the White House Conference on Children in a Democracy*, pp. 163-206.²⁰ *Standards of Child Health, Education, and Social Welfare*, pp. 3-7.]

The health and well-being of children depend to a large extent upon the health of all the members of their families. Preventive and curative

¹⁹ This outline was prepared in the Division of Research in Child Development and the Division of Health Services of the Children's Bureau.

²⁰ Reprints of this section of the report—Health and Medical Care for Children—are available from the Children's Bureau upon request.

health service and medical care should be made available to the entire population, rural and urban, in all parts of the country. A considerable portion of the population is able to obtain from its own resources all or part of the necessary medical service. Another large section of the population, however, consists of families whose incomes are below the level at which they can reasonably be expected to budget all the varying costs of illness without interfering with the provision of other items essential to the family's health and welfare; for these there should be available adequately supervised medical and dental care through a program financed by general tax funds, social-insurance systems, or such combination of methods as may be best suited to local conditions. (*Children in a Democracy*, pp. 57-58.)

STATE OUTLINE

Health of Mothers and Infants.

1. During the last calendar year for which figures are available—

How many children were born in the State? Is this an increase over the previous year?

What was the maternal mortality rate? How many States have a lower rate? Has there been a decrease over the past 5 years? How much?

What was the infant mortality rate? How many States have a lower rate? Has there been a decrease over the past 5 years? How much?

Are the maternal and infant mortality rates in your State higher for some racial groups than others?

2. Are studies being made to determine the causes and preventability of maternal and infant deaths?

3. How many mothers were delivered by physicians in hospitals? By physicians at home? By midwives? By others?

4. Are crippling conditions reported on birth certificates? What is being done about follow-up?

Major Public-Health Problems Affecting Children.

1. What are the major causes of death in each of the following age groups:

Under 1 month?

Under 1 year?

1-4 years?

5-9 years?

10-14 years?

15-19 years?

What measures are being taken to prevent these deaths?

2. Are there other diseases which in the opinion of the State health officer deserve early consideration because of their increase or potential increase in wartime, or because newer methods make their control possible?

3. What percentage of the children in your State are immunized against diphtheria and smallpox? Describe State and local programs for diphtheria immunization and smallpox vaccination.

4. Does the State have laws covering—

- Premarital medical examinations?
- Blood tests for pregnant women?
- Silver-nitrate treatment for the eyes of newborn infants?
- Smallpox vaccination for children?

State and Local Public-Health Organization.

1. What staff in the State health department is responsible for stimulating the organization of local health units? Does the State department have health districts covering the State?

2. Which counties have full-time county health units?²¹ In addition, how many cities or towns have full-time health units? What proportion of the area of the State does not have full-time local public-health service? What proportion of the population is not so covered?

3. Federal grants to State during the last fiscal year and amounts approved for the current fiscal year under—

- Social Security Act: Title VI for public-health work;
- Title V for maternal and child-health services;
- for services for crippled children.

Venereal-disease act.

Defense appropriations for public-health services;

for training nurses.

Defense appropriations for emergency maternity and infant care for the wives and infants of enlisted men.

4. State appropriations or budget allotments for current fiscal year or biennium.

Total for State health department—

- For maternal and child-health division.
- For division of public-health nursing.
- For dental-hygiene division.
- For communicable-disease division.
- For services for crippled children.
- For vital-statistics division.
- For health education (if separate division).

²¹ "It is assumed that by units of full-time local health service are meant departments of health of single or several counties or districts which are administered by a health officer devoting his entire time to such public employment, with accessory nursing, sanitary, and other personnel in proportion to the population and area involved. * * *."

"For administrative efficiency and economy, a full-time local medical health officer should be employed for population units of not less than approximately 50,000 each. * * *"

"One public-health nurse for health-department purposes to each 5,000 of the population. In each unit of 50,000 population, at least one of the public-health nurses should be of supervisory grade." (Units of Local Health Service for All States. Progress Report, approved by the Committee on Administrative Practice, American Public Health Association, from American Journal of Public Health, April 1943.)

5. What funds, Federal and State, are available for grants to local health departments? How is this aid apportioned to the local units? Does State aid go to each county or city health department?

6. Does the State by law or administrative regulation provide for the appointment of local health-department personnel on a merit basis? Is legal residence in the State a prerequisite for such appointments?

Maternal and Child-Health Services.

1. Describe the functions and list the staff of the maternal and child-health division of the State health department by title and number employed of each type.

2. What are the principal activities under the State maternal and child-health plan?

3. What other divisions in the State health department participate in the maternal and child-health program?

4. Describe the program of the maternal and child-health division for the postgraduate education of practicing physicians, dentists, nurses, and other health workers.

5. What consultants does the division provide to aid county and local health departments in the development of health services for mothers, including conduct of prenatal clinics, home nursing visits, group instruction, supervision of midwives, supervision of maternity hospitals and homes?

6. What counties have prenatal clinics held at least once a month? Will any mother need to travel more than 30 miles to reach such a clinic? What percentage of women who had babies in the last calendar year received care in the prenatal clinics?

7. Which county or city health departments have bedside-nursing programs including home-delivery nursing service?

8. What consultants does the State maternal and child-health division provide to aid county and local health departments in the development of health services for children, including conduct of child-health conferences, home-nursing visits, group education of mothers and fathers, school health service and nutrition, dental, and mental-hygiene programs?

9. What counties have child-health conferences conducted by a physician and held once a month or oftener? Would any mother need to travel more than 30 miles to reach such a clinic? What percentage of the children under 1 year are given health supervision in such clinics? of the children 1-4 years?

10. What responsibility does the State health department have for the health program for school children? What responsibility does the State department of education have? Is there an agreement between the two departments on how health and school authorities will cooperate on this program?

11. What is the State maternal and child-health division's plan for health services for elementary-school children? for secondary-school children? for young workers?

12. Which county or city health departments have medical-care programs for sick children?

Public-Health-Nursing Service.

1. Is there a division or unit of public-health nursing in the State department of health? List the nurses on its staff by title and give the number of each type. Is there a special consultant nurse for maternal and child-health services?

2. Chart on State map the counties that have public-health nurses employed by the county public-health departments. Which counties have a ratio of 1 nurse to 5,000 population or less?

3. What are the State qualifications for appointment to county public-health-nursing positions?

4. List the cities and towns that have publicly supported or privately supported public-health-nursing service (in addition to county public-health-nursing service).

5. Describe plans for using volunteer or auxiliary workers to assist in public-health-nursing programs.

Nutrition.

1. Describe the nutrition activities of the State department of health. How many nutrition consultants are there in the maternal and child-health division or other divisions who advise local health departments on their nutrition activities?

2. What nutrition programs other than services through maternal and child-health divisions contribute to the health of mothers and children? How are these coordinated?

3. Describe ways in which health, welfare, and educational programs are contributing to better nutrition of expectant and nursing mothers, infants, preschool children, children of school age, and out-of-school youth.

4. Is there provision for State-wide supervision of school-lunch programs by one or more individuals specially trained in meeting food needs of children in groups? Do existing school laws need to be modified to permit use of State funds in connection with school lunches?

Dental Hygiene.

1. Is there a dental division or unit within the administrative framework of the health department?

2. List dental staff and describe functions.

3. What are principal activities of the dental division?

4. What proportion of time is devoted to—

a. Dental health education.

b. Dental inspection.

c. Dental care:

(1) Preschool children.

(2) Mothers.

(3) School children.

Health Education.

1. Who in your health department is responsible for handling health education? Has this person had training in health education?
2. Is there coordination of all health education?
3. List members of staff and functions.

Services for Crippled Children.

1. In what State department is the State crippled children's agency?
2. List by title the professional staff of the State crippled children's division or agency.
3. By what means does the State crippled children's division or agency locate crippled children?
4. How does the State agency provide diagnostic service: At permanent clinic centers? By means of itinerant clinics sent to various sections of the State?
5. How many names are on the State register of crippled children? Has a thorough canvass of the State been made?
6. Has the State crippled children's agency prescribed standards for the selection of physicians and surgeons who treat crippled children? For the hospitals and convalescent homes to which crippled children are sent?
7. What aftercare services are provided for children who leave the hospital? How are these planned and supervised? Are convalescent facilities adequate?
8. What services are provided for children who do not need to be hospitalized?
9. For what types of crippling conditions are special services provided; e. g., children with spastic paralysis or rheumatic fever, and so forth?
10. How many admissions were there to diagnostic and treatment clinics during the last calendar year? How many admissions to hospitals?
11. How does the State crippled children's agency use the services of local voluntary groups and agencies?
12. What effort is being made after treatments to provide vocational training and job placement for physically handicapped youth of employable ages?

General Medical Care.

1. Are there parts of the State without adequate hospital facilities? Without obstetricians or pediatricians?
2. Is medical care in the home or in hospitals provided by health or welfare departments for those unable to purchase such care? Describe the auspices and methods of administration.

Mental Hygiene.

Is there a public State-wide agency concerned with the provision of mental-hygiene services for children? Describe its organization and function. List staff by title.

SUMMARY of outstanding State maternal and child-health problems and most promising lines of advance.

OUTLINE FOR COMMUNITIES

General Community Provisions.

Obtain information for your county, city, or town; that is, for the area served by your local health department.

1. What local health department serves your area—county, city, or town? List the staff by title and number employed of each type, and indicate which are full time and which are part time. What is the total number of public-health nurses employed by all agencies in your county?

2. What was the local appropriation for your health department for the last fiscal year? How much State aid was received? What is the appropriation for the current year?

3. What hospital facilities, public or private, are available in your community?

Are there special wards or divisions for maternity patients? For children? For communicable diseases? Is special care provided for premature infants?

If your community does not have a hospital, will any mother or child have to travel more than 50 miles to reach one?

4. Do the hospitals have out-patient clinics or are there other clinics where mothers and children may obtain medical service at moderate cost or without charge?

5. Does your county or city provide free or low-cost medical care to low-income families, including families receiving public relief and children receiving aid for dependent children? What official or agency is responsible for administering this program? To what extent is such care provided? Do private agencies provide such care?

6. What are the facilities in your community for dental care for children whose families are not able to pay for such care?

7. What other health agencies are in your community, and what services do they provide?

Health Services for Mothers and Newborn Infants.

1. How many births, maternal deaths, infant deaths, and stillbirths were there in your county or city during the last calendar year?

2. If your community is a city of more than 100,000 population, how many cities in the United States had rates lower than yours

during the last year? Are the infant and maternal mortality rates higher for certain racial or nationality groups than for others?

3. Describe the health services for mothers provided by your health department. At how many centers are prenatal clinics held at least once a month? What proportion of the pregnant women in your community received care in such clinics last year? Are public-health nurses available for prenatal home visits? For post-natal home visits?

4. Where can expectant and nursing mothers obtain reliable advice on their food needs? Is assistance in obtaining essential foods available to mothers unable to provide these foods for themselves?

5. How many births last year occurred in hospitals? How many were attended in homes by physicians? By midwives?

6. Is medical care at delivery provided at public expense if families cannot pay? Does the county or city provide bedside nursing care, including home-delivery nursing service? Is hospital care provided if needed at public expense in case the family cannot pay for it? How long do such mothers remain in the hospital?

7. Are there enough physicians in the county (at least 1 physician to 1,500 persons)? Are obstetricians and pediatricians available to give consultation service?

8. What are the regulations governing the practice of midwives in your county? Do nurse-midwives practice midwifery and supervise midwives?

9. How should the health program for mothers be extended?

Health Services for Infants and Preschool Children.

1. Describe the health services for children provided by your health department. At how many centers are child-health conferences conducted by a physician at least once a month? Are public-health nurses available for home visiting? What proportion of the infants and of the preschool children in your county or city are under such health supervision?

2. Where can mothers or foster mothers and organizations engaged in feeding children in groups obtain reliable advice on food needs of children and on how to meet these food needs through food production, food purchasing, menu planning, food sanitation, and food preparation? Is emphasis placed on the relation of these activities to health and purchasing power?

3. What provision is made for immunizing children against diphtheria, smallpox, and other communicable diseases? What proportion of the preschool children have been so immunized?

4. Were there any cases of diphtheria or smallpox reported in your community last year? Any deaths?

5. Was there an increase in the occurrence of any disease which the health authorities considered to require especially vigorous methods for control?

6. What dental supervision is provided for preschool children in child-health conferences or otherwise? Is provision made for

dental service for fillings and extractions if the family cannot provide such care?

7. What is the program for locating crippled children and children with defective vision or impaired hearing and for giving them the necessary attention?

8. What is done about children who, through child-health conferences or otherwise, are found to be in need of medical treatment for some physical conditions? Who is responsible for following through to see that the child receives such treatment?

9. Does your county or city provide medical care for children whose families cannot afford it? In clinics? Through physician's home calls? In the hospital, if necessary? Does this public provision include medicines, appliances, and special foods?

10. How should your health program for infants and young children be extended?

Health Services for Children of School Age.

1. What part of the health program for children in school is the responsibility of each of the following agencies: The health department? The school board?

2. Does the health program for school children in your county provide for—

a. Thorough physical examinations by competent physicians and dentists on entrance and thereafter when indicated with provision for explanation to parents of conditions needing care and follow-up by the public-health nurse to help parents arrange for the care needed?

b. Continuing health supervision for early discovery of communicable disease and other conditions needing medical attention and follow-up with parents by the public-health nurse to see that care is provided?

c. Tests of hearing and vision and provision for remedial measures when necessary?

d. Special medical examinations for boys and girls taking part in competitive athletics?

e. Special medical examinations for boys and girls before they are given their first employment certificates?

3. Do your schools have a well-developed health education program with professional instruction for teachers on the content of such programs? Does this program include safety education?

4. Are school lunches provided, at cost or free to those unable to pay, as an integral part of the total school program of health services and health education? Describe the plan and the extent to which it is used.

5. What is the program of your health department for promoting and safeguarding the health of boys and girls who have gone to work?

6. Is medical care available in your county for school children of school age? In clinics? Through physicians' home calls? In the

hospital, if necessary? Are public or private funds available to pay for such care if the family cannot pay for it?

Mental Health.

1. How does the public-health program for prenatal, preschool, and school health services contribute to the mental-health program for children?

2. Do the schools have a program for the supervision of the mental health of children?

3. Does your community have a well-developed program for parent education in child guidance?

4. Is there in your community, or easily available, a child-guidance or mental-hygiene clinic staffed with a psychiatrist, a psychologist, and social workers?

SUMMARY: What are the best features of your local maternal and child-health program, and what more should be done?

Education Through the Schools²²

[*Children in a Democracy*, pp. 32-37, 46, 49. *Standards of Child Health, Education, and Social Welfare*, pp. 8-10.]

A primary responsibility of our democracy is to establish and maintain a fair educational opportunity to which every American child is entitled. (Children in a Democracy, p. 32.)

STATE OUTLINE

State Educational Organization.

1. Is the State department of education well organized, with definite administrative and supervisory responsibilities allocated to well-qualified persons?

²² This outline was prepared in the U. S. Office of Education.

Community groups wishing to study their State and local school programs may secure from the National Education Association, Washington, D. C., a pamphlet entitled "Where Stands Your School?" at 10 cents per copy; and, from the Superintendent of Documents, Washington, D. C., the following Office of Education leaflets at 5 cents per copy:

No. 47, Know Your Board of Education.

No. 48, Know Your Superintendent.

No. 49, Know Your School Principal.

No. 50, Know Your Teacher.

No. 51, Know Your School Child.

No. 52, Know Your Modern Elementary School.

No. 53, Know How Your School is Financed.

No. 55, Know Your State Educational Program.

No. 56, Know Your School Library.

No. 57, Know Your Community.

See also Office of Education Leaflets No. 64, Planning Schools for Tomorrow—The Issues Involved, and No. 66, Some Considerations in Educational Planning for Urban Communities. 10 cents each.

2. What was the total State appropriation for elementary and for secondary education during the past fiscal year? What was the amount appropriated for each pupil? Do these figures represent the best effort the State can make in helping local communities to meet the cost of education?

3. Is State aid to local school districts apportioned on a sound financial basis, with provision for meeting local inequalities in ability to pay?

4. What provision does the State school law make for the inclusion of kindergartens in the public-school system? What provision is made for the inclusion of nursery schools? Would a change in State law be necessary in order to provide kindergartens or nursery schools?

5. Does the plan of State aid to local school systems apply to kindergartens? To nursery schools?

6. What local school systems in the State have established kindergartens or nursery schools? What proportion of children under 6 years of age attend these schools?

7. What provision does the State make for special financial aid for local day schools for suitable education and guidance: Of children with various types of physical handicaps? Of mentally deficient or retarded children? Of socially unadjusted children?

8. Are the State residential schools for the blind and the deaf considered an integral part of the State's educational system?

9. What financial provision is made by the State for the support of residential schools for the education of blind children? Of deaf children?

Has a recent study been made to determine whether these schools are adequately equipped and staffed?

10. Are these schools able to provide for all blind or deaf children who need residential care?

11. What provision is made in your State institution for the mentally defective for giving educational experiences, through an organized school program, to those children who can profit by such a program? Does the State department of education cooperate in planning and supervising this program?

12. What emphasis is placed upon the importance of an adjusted educational program for boys and girls sent to State training schools for juvenile delinquents? Does the State department of education cooperate in planning and supervising this program?

13. In what way do educators use the services of medical workers and social workers in planning for the educational welfare of all handicapped children within the State?

14. In what way does the State help to extend the consolidation of small rural schools? How many consolidated school districts are there in your State?

15. What does the State do to insure safe and hygienic school buildings for all children? Are standards established by statute? By regulation?

16. What does the State do toward developing a school building program that insures continued improvement of the physical school plant?

17. What does the State do to encourage the establishment of local school administrative units large enough to make possible an economical management of funds with a maximum of modern efficiency and equipment?

18. What does the State do to guide into the teaching profession well-qualified persons and to guide away from it those not suited to the profession?

19. What teacher-training institutions does the State provide for the education of its teachers?

20. Do State regulations covering the certification and tenure of teachers guarantee that appointments and promotions occur on the basis of ability rather than on the basis of political and other extraneous considerations?

21. What action is taken by the State to insure salaries for teachers which will provide at least a reasonable living for them?

22. What research activities does the State education department carry on to investigate and evaluate present school practices and to explore desirable improvements?

School Attendance.

1. Do the State laws require school attendance on the part of all children from at least 6 through 15 years of age? What exemptions are permitted?

2. To what extent are children of compulsory school age excused from school attendance for reasons other than physical or mental incapacity? At what ages?

3. Are the requirements for compulsory attendance the same in rural as in urban districts? If not, how are the exemptions to the law framed so as to apply to rural children to a greater extent than to children in urban localities? Are these exemptions justifiable?

4. Are there additional legal requirements of school attendance applying to unemployed youth beyond the age of 16?

5. Does the State make provision for the enforcement of compulsory school-attendance laws in local school districts?

6. Does the State provide by law for an annual school term of at least 9 months? If so, how does the State enforce this provision?

7. If the minimum school term required by the State is less than 9 months, does the State give additional aid to local communities extending the school term beyond the minimum required by law?

8. In which school districts, if any, were the school terms shorter than the legal requirement during the past school year? Approximately how many children were affected in each area?

9. Does every child in the State have access to a school within reasonable distance from his home? Are transportation facilities provided for all who live too far to walk to school?

10. If your answers to item 9 are "No," in which area of the State are children being deprived of regular schooling because of the lack of school accommodations or transportation facilities? How many children are affected in each of these areas?

Educational Opportunities in the Schools.

1. What advisory service does the State provide to encourage modern school practices and a vitalized curriculum in both elementary and secondary schools?

2. Does the State encourage, through its plan of financial assistance and its advisory service, a ratio between the number of teachers and pupils low enough to permit attention to individual needs in local school systems?

3. What opportunity has the State provided for high-school pupils in small towns and rural areas, as well as for those in large cities, to enroll in suitable vocational courses?

4. Has the State provided equal educational services for all the schools of the State, regardless of race or residence of the pupils enrolled?

5. Is there a State guidance and employment service for youth carried on either as part of the State's educational program or in cooperation with it?

6. What assistance does the State give to local communities in planning an adult-education program in the interest of home and family life?

7. What provision is made by the State to stimulate wholesome school recreational programs in the cities? In rural areas?

8. What school health services does the State provide through its State education department, or through some other agency in cooperation with the State education department?

9. To what extent does the State leave to local school systems freedom to select teaching materials which will insure local initiative in meeting local needs?

10. How many and which school districts of the State include kindergartens as a regular part of the school system? How many conduct nursery schools?

11. Is there a State library agency serving the schools of the State?

12. How do the various State agencies serving children make an effort to coordinate their respective services so as to avoid overlapping and duplication?

SUMMARY of outstanding needs in the field of education and measures which should be taken by the State.

*OUTLINE FOR COMMUNITIES***Organization and Attendance.**

1. Does your local school district provide a 12-year school program (elementary and high school) for all pupils, with modern curricular provisions and competent supervisory service?
2. What qualifications do the members of your teaching staff have: Are they appointed on the basis of merit?
3. What is the average size of the classes in your schools? Are they small enough to make it possible for the teachers to give attention to the individual needs of pupils?
4. What financial assistance does your State provide for the maintenance of modern, well-equipped school facilities?
5. How many cents of the local tax dollar are used for schools? How many cents for other specific purposes? Do you consider the distribution a satisfactory one?
6. What compensation do the teachers in your schools receive for their services? Is this adequate to provide for a reasonable standard of living? Is it comparable to the salaries of other professional employees of the community?
7. What steps are taken to make your school buildings safe and hygienic? Are they planned so as to make possible a modern educational program?
8. What playground facilities are there in connection with or adjacent to each school building? Are these facilities adequate to meet the needs of the children? Are the playgrounds open after school hours under supervision?
9. Does your school system maintain a school term of at least 9 months?
10. Does your community have effective endorsement of the compulsory school-attendance law? Under what conditions are children exempt from compulsory-education provisions? If children are exempt because of mental or physical handicaps, is the community aware of the need for proper provision for the training of these children? What is being done to meet this need?
11. What percentage of children in your community aged 7 to 13 years are enrolled in school? 14 and 15 years? 16 and 17 years?
12. Are school facilities of the community equally available to all children, without discrimination based on race, residence, or social status?
13. Are transportation facilities provided for all children who live too far from a school to walk?
14. How many children in the community attend school not at all or very irregularly because of the lack of transportation facilities?
15. How many children in your community did the last school census reveal who were physically handicapped or mentally deficient or retarded who were not receiving any educational opportunities?

16. What staff of school-attendance workers or home visitors is provided to investigate irregularities in attendance? What do they do toward the removal of the cause of such irregularities?

17. What psychological and guidance service does the school system provide to study children's difficulties, including those of nonattendance and educational maladjustments?

18. Do equally high standards prevail in elementary and secondary schools as to teacher qualifications, teachers' salaries, pupil-teacher ratio, and other items of organization and administration?

Types of Educational Opportunities.

1. What do the local school administrators and teachers do toward keeping in touch with modern and progressive educational developments, and applying them to local school situations?

2. What encouragement and financial support does the community give to the progressive improvement of the school program?

3. Are free educational opportunities furnished for all children and youth up to the age of 18 or 20 years?

4. Do such opportunities include provision for:

- a. General education and cultural advancement?
- b. Basic and specialized vocational training?
- c. Preparation for higher education?

5. Does the school system provide nursery schools and kindergartens for children between the ages of 3 and 6 years?

6. What provisions are made in your school system for the educational needs of children who are blind or whose vision is defective, those who are deaf or hard of hearing, those who need special equipment because they are crippled in any way, and those who require special training because they are mentally deficient or subnormal? Are these provisions adequate?

7. What attention is given to the correction of serious speech defects, and to the development of clear, articulate speech among all pupils?

8. What provision is made for instruction, in the home or in the hospital, of children who are physically unable to get to school?

9. What provisions are made for a school guidance program that begins in the nursery school, kindergarten, and first grade, and that extends through high school, with attention to social adjustment, health development, educational problems, and vocational possibilities?

10. What provisions are there for a child-guidance clinic in the school system or in the community which gives needed adjustment services for serious or potentially serious behavior and personality problems referred by the schools?

11. What systematic vocational guidance and organized assistance in job placement are given to young people, while in school and after they leave school?

12. What protection is given to the health of children through adequate periodic physical examinations, health and safety instruc-

tion, health supervision, physical education, and school feeding programs?

13. What are your schools doing to prevent or to reduce juvenile delinquency in the community?

14. What service does your school library provide to meet the reading needs of children and youth?

15. What program is provided to meet the educational needs of parents and other adults in the interest of wholesome family and community life?

16. What program for wholesome leisure-time activities is sponsored by the schools or in cooperation with the schools?

17. What do your schools do to provide adequate preparation for the assumption of civic responsibilities on the part of all community citizens?

18. What plan of cooperation exists between the schools and other community agencies serving the needs of children and youth?

SUMMARY of outstanding needs and measures which should be taken by the community.

Library Service²³

[*Children in a Democracy*, pp. 41-42. *Preliminary Statements Submitted to the White House Conference on Children in a Democracy*, pp. 133-143. *Standards of Child Health, Education, and Social Welfare*, p. 11.]

"Whether for leisure, for education, for vocational advancement, for research, or for the dissemination of knowledge, the library is an indispensable public service. The free public library is a characteristic institution of democratic life." (*Children in a Democracy*, p. 41.)

"Children should be encouraged early in the educational process to turn to books and libraries for information and for pleasure. Adaptation of library programs to children and youth is one of the significant developments in the library field and is occurring through improvement in school libraries and through the initiation of specialized services in public libraries."

* * * * *

"New services for the preschool child and in the closely allied field of parent education are also being developed in libraries."

* * * * *

"It is only proper * * * that the State with its broader tax base, its responsibility for education, and the precedent of State aid to schools, should provide financial aid for the development of rural public-library service."

* * * * *

"The Federal Government must cooperate with States and local units to assure a reasonable minimum standard of library service throughout the Nation." (*Preliminary Statements*, pp. 135, 136, 141, 142.)

²³ This outline was prepared in the School and Children's Library Division of the American Library Association.

*STATE OUTLINE***State Advisory Service and State Aid for Libraries Through a State Library Agency.** ²⁴

1. To what extent is library service available to all the children and adults in your State? What areas most need additional library services?

2. Are your State laws concerning State and local library service modern and effective? Does your State have county or regional library laws which have resulted in the expansion and strengthening of library service to rural areas?

3. Has your State an active State library agency, provided by State law? Which of the following functions does it perform?

a. Development of effective State-wide public-library service on the basis of sound legislation.

b. Development of a program for district or regional libraries.

c. Development of effective State-wide school-library service.

d. Legal certification of libraries.

e. Administration of State grants-in-aid.

f. Promotion of standards of service and provision of advisory service.

g. Aid to citizens and trustees interested in improving libraries.

h. Promotion of a high quality of personnel in the libraries throughout the State through encouraging training, including in-service training programs, and advisory placement services.

i. Advancement of adequate salary and retirement provisions.

j. Supplementary book and materials service for all libraries in the State.

4. What is the staff of the State library agency: Number of workers, qualifications, and responsibilities?

5. How does this agency strengthen library service to children throughout the State? Is there a children's librarian, young people's librarian, school librarian, on the staff of the State library agency? Have they had training and experience in the special field of library work with children and young people?

6. Does the State library agency provide book service to isolated homes in areas where no other library service has yet been developed? How?

7. Is there a State library supervisor or adviser for libraries in State institutions? If not, who is responsible for library services

²⁴ Forty-seven States have official State library agencies. These may be called State libraries, State library commissions, or library divisions of State education departments. Fourteen States have State school-library supervisors.

in them? Is a study of these services needed to learn to what extent they meet the needs of their clientele?

8. What is the current appropriation for the State library agency? Is this a biennial or an annual appropriation?

9. Is State financial aid available to supplement local support of public-library service and to make possible the extension and improvement of library service throughout the State? How much is currently appropriated for this purpose? Is this amount included in the preceding item?

10. Is Federal aid as well as State aid necessary to provide essential library services to all the people in your State? To what extent?

State Advisory Service and State Aid for School Libraries Through State Education Departments.

1. In what ways does the State education department aid in the development of effective school-library services for all boys and girls? (See also 3 and 5 above.)

2. Is advisory service to school libraries in the State provided through school-library consultants or supervisors on the staff of the State education department? What are the functions of this service? What is the size of the staff? What professional qualifications are required?

3. Is there State aid for school libraries either specifically allocated to or available for school-library use from general State funds to schools? How are these funds used?

4. Has the State education department established standards for high-school libraries? For elementary-school libraries? Are these standards enforced? By what agency? How do these standards compare with those of other States or those of National or regional organizations?

5. Has the State education department adopted standards of qualifications for school librarians and teacher-librarians? What are these? Are they comparable to requirements for other special teachers? To what extent are schools required to meet these personnel standards?

6. Does the State education department or any State body set up standards for the training of school librarians and teacher-librarians?

7. Does the State education department promote a program of in-service training of school librarians and teacher-librarians?

Accessibility of Library Services Throughout the State.

1. To what extent do people living in the open country and small towns of your State have the advantage of effective county or regional library service? Chart the areas served by these libraries on a map of the State.

2. How many public libraries in the State—town, city, county, or regional—have an annual appropriation of \$25,000 or more?

Chart these libraries and the areas they serve on a map of the State. Compare library service in these areas with that in other areas of the State.

3. Do libraries in the State which serve sparsely populated districts, especially rural districts, give that service through branches, stations, and book-mobiles?

4. Are there people in the State who are totally without local public-library service? How many? Where do they live?

5. How many public libraries in the State have children's librarians? Have some libraries appointed young people's librarians to work with youth of high-school age? Chart the location of these librarians on a map of the State.

6. Are libraries in your State beginning to serve as a local book-ing and distribution center for educational films, especially for adult groups?

7. How many of the secondary schools in the State have professionally trained librarians?

8. In how many school systems do elementary schools have organized school libraries with professionally trained librarians?

9. Which school systems have school-library supervisors on the administrative staff?

Improvement of Library Services.

1. What institutions in your State or region provide education for librarianship? Are they accredited by the American Library Association? Do they give special attention to the training of children's and school librarians?

2. Is there stimulation to improve library services in the State through carefully planned in-service training opportunities? Are there special workshops, institutes, courses, and conferences for librarians or for professional personnel (including librarians) working with children and young people?

3. What plans have the State library agency, the State library association, the State association of library trustees, or the State organizations of school and children's librarians for the development of library service? What steps have been accomplished and what are still to be carried out in these plans? Are there special plans for library service to parents and to children and young people?

4. Has any part of the library service in the State been studied by groups set up for the purpose by State follow-up committees of the White House Conference on Children in a Democracy? What are the findings and recommendations of such committees? What progress has been made in solving problems? What further action is now needed?

5. What steps can communities without library service take to obtain service for themselves and neighboring areas? Such communities will always wish to consult the State library agencies to learn of patterns which might be established.

6. How can lay community leaders aid in extending and strengthening library service in the State?

Cooperation With Other Agencies.

1. Are the various State agencies concerned with the welfare and education of children—among them the State library agency—working together on programs of parent education and educational experiences for children and young people?

2. Are librarians serving as members of any State council of child- and youth-serving agencies?

OUTLINE FOR COMMUNITIES

Public-Library Facilities—Availability and Use.

1. It is important that information contained in books and in other library materials shall be easily accessible to all in the community. The resources of the library should be available also as a source of enjoyment. Does your local public library provide adults and children with the information, reading materials, and reading guidance which they need? Are library materials reaching all who need them in the community? If not, what are the obstacles, and how can they be overcome?

2. If your community has no library service, have you consulted your State library agency about steps to take to get that service on a basis most satisfactory for your part of the State?

3. What is the current appropriation for your public library? What are its sources of income?

4. Does your library meet the American Library Association standards of annual library appropriations of at least \$1 per capita for limited or minimum service, \$1.50 per capita for reasonably good service, and \$2 per capita for superior service?

5. Does your State provide any financial aid toward maintaining your local public-library service?

6. What percentage of the adult population have library cards in your community? What percentage of children?

7. Are library facilities in your community equally available to children regardless of location of their homes? Do traffic or transportation problems deprive certain children of the privilege of using libraries?

8. Do children and young people of minority groups in the community have full access to adequate library facilities? What progress is being made in providing needed service?

9. If your library is a branch in a larger library system, are you acquainted with the supplementary services from the central library available to you through your library branch or station or book-mobile?

Public-Library Services—Standards and Types.

1. How adequately does your library service meet the standards recommended in *Post-War Standards for Public Libraries* (American Library Association, 1943)?

2. Are the librarians serving your community qualified by training and experience to carry on their work? Have children's and school librarians had special training and experience in these fields?

3. Are there children's librarians in each public-library branch in your community? Is there a young people's librarian on the staff of your public library?

4. What compensation do the professionally trained librarians in your public library receive? Is this adequate to provide for a reasonable standard of living? Is it comparable to the salaries of other professional workers in the community?

5. In your public library are the following services provided? To what extent?

Individual reading guidance (personal reading lists or recommendations of books for specific problems).

Guidance in materials for parents on child care and related problems.

Library service for young people (for 15-to-20-year-olds).

Children's library service (for 5-to-14-year-olds).

Books and guidance for parents of preschool children and for the children themselves.

6. Is your public-library building (and its branch buildings) adapted to meet the needs of your community for such things as the following?

Reading.

Looking up information.

Borrowing books.

Discussion groups and meetings.

Opportunities for hearing records and radio programs and for seeing educational films.

Opportunity to consult with librarians on reading problems.

Provision for children.

Provision for high-school-age readers.

Provision for displays and exhibits.

7. Are the following types of materials readily available through your local public and school libraries?

Many carefully chosen children's books.

Books and other library materials selected for young people.

Books and pamphlets on parent education.

Books on human relations which will help in gaining an understanding of others.

Up-to-date material on homemaking, child care, foods, and so forth.

Educational films and recordings.

Materials for study groups.

8. Do boys and girls in your community like to read? Are they reading good books? Are they at home in their public and school libraries?

9. Do high-school-age young people naturally turn to the public library for information and reading? If not, what are the reasons? No quarters for them? No special librarian trained to meet their needs? Inadequate books which appeal to them?

School-Library Services.

1. Do school libraries provide the reading materials, reading experiences, and other informational and cultural resources needed for the school's educational program?

2. Does each school, elementary as well as secondary, have an up-to-date library with professionally trained librarians? If not, what efforts are made to meet this need?

3. Are school librarians on the same salary schedule as other special teachers with comparable training and experience? Do they have comparable status?

4. How well do the school libraries meet State, regional, or National standards as to personnel, quality and extent of the book collection, and library services provided?

5. Are annual expenditures for school-library books adequate? Is \$1.50 per pupil per year supplied for books and materials in schools with enrollments up to 500? Is at least \$1 per pupil allotted for larger schools?

6. Is there a central department of school libraries which has responsibility for central ordering, cataloging, preparation of books for use, repair and rebinding, and special bibliographic and reference services and otherwise consolidating and economizing on technical and clerical work? (This is important because it saves time of librarians in the schools for work with children and teachers.)

7. Is there a school-library supervisor on the administrative staff of the local school system? How does that person help in strengthening library services?

Library Aid to Community Child-Welfare Programs.

1. Are annotated lists of books and films on child care, family relations, health, nutrition, adolescent problems, and other subjects prepared by the library for leaders working on child-welfare problems, for newspapers, or for duplicating and distribution to parents and child-welfare workers?

2. Does the library feature books and materials on problems of children and youth in its book displays, by special shelves for such materials and by assigning a librarian staff member to serve as readers' adviser for these materials?

3. Does your library have a parents' room or a parents' alcove where books about children and selected books for parents to read to children are assembled?

4. Are children's and school librarians on local councils of social agencies or other councils of youth leaders?

5. How do the school and public libraries cooperate in local nursery-school programs? In extended-school-services programs?

6. Are children's and school librarians training young people (Girl Scouts and similar groups) in simple storytelling and in use of books with little children?

SUMMARY of the first steps that should be taken by the community in order further to improve its library service to meet the needs of its boys and girls and adults.

Facilities for Recreation

[*Children in a Democracy*, pp. 37-41. *Standards of Child Health, Education, and Social Welfare*, pp. 10-11.]

All children and youth need experience through which their elemental desire for friendship, recognition, adventure, creative expression, and group acceptance can be realized.

* * * * *

The development of recreation and the constructive use of leisure time should be recognized as a public responsibility on a par with responsibility for education and health. (*Children in a Democracy*, pp. 37, 40.)

STATE OUTLINE

1. What State department assumes responsibility for the promotion of recreation facilities? In what ways does the department assist local communities in establishing and maintaining recreation facilities? Does it promote leadership courses and institutes?

2. What recreation facilities does the State itself provide for the free use of its people—State parks, camping sites, and so forth?

3. Does your State planning commission (or council or board) include in its program the development of public recreation facilities?

4. Is there a State-wide recreation committee with a full-time executive secretary? What information do they make available on recreation programs?

5. What financial aid is available for recreation programs and leadership? Through what State department (State Recreation Commission, State Departments of Welfare and Education, and so forth)?

SUMMARY of outstanding needs in this field and measures which should be taken by the State.

OUTLINE FOR COMMUNITIES

1. Has your community studied its recreation facilities to determine the extent to which all children have full opportunity for wholesome play? What did this appraisal show? What has been done to meet inadequacies?

2. What has been done toward educating the public to appreciate the values and importance of child play and the play needs of children at various age levels?

3. Does your community have a planning council which assures cooperative action by public and private agencies promoting play, recreation, and informal education programs? Is youth represented on this council?

4. If your community is large enough to have a public recreation agency, is there such an agency? If there is not, has investigation been made of the means by which a recreation agency can be formed?

5. If an independent recreation agency is not feasible in your community, what responsibility do the schools assume for initiating recreation services for persons of all ages throughout the year?

6. Describe the school facilities for recreation available in the community and the use made of these facilities.

7. What has been done in the way of joint planning between city and county agencies for reaching children in areas adjacent to the city?

8. Are public facilities which can be used in a recreation program, including schools, planned in consultation with directors of recreation programs?

9. What facilities do churches have for recreation? Do they have special activities for youth?

10. Have the various agencies in your community concerned with recreation examined their programs, personnel, facilities, and policies in the light of community needs? What action has been taken as a result of such study?

11. Do the public and private agencies administering recreation facilities or conducting recreation activities in your community give sufficient attention to the adequacy of leadership provided?

12. Are recreation leaders selected after a careful review of their equipment for the responsibilities with which they are to be entrusted?

13. Is a staff for public recreation programs employed under a merit system? What volunteer-training courses are conducted? Is there special training for leaders working with children?

14. Are parks, school facilities, museums, libraries, and camp sites utilized as extensively as they might be?

15. Is the necessary attention given to making recreational opportunities available to certain neglected groups of children, such as: Children living in rural or sparsely settled areas; children in families of low income; Negro children and children of other minority groups; children living in congested neighborhoods; children just leaving school, especially unemployed youth; children with mental, emotional, or physical handicaps?

16. What is the situation in your community with respect to the various forms of commercial recreation? What safeguards are needed?

17. Are radio and motion-picture programs planned so as to contribute to the wholesome development of children? To whom is this responsibility entrusted, and how is it carried out?

18. How extensively is your community utilizing the educational and recreational facilities afforded by 4-H clubs, Boy Scouts, Girl Scouts, and similar organizations? Do the facilities need to be extended to certain neighborhoods and age groups?

SUMMARY: What are your community's assets and what are its outstanding needs in provision of facilities for recreation?

Child Labor and Youth Employment ²⁵

[*Children in a Democracy*, pp. 43-50, 67-74. *Preliminary Statements Submitted to the White House Conference on Children in a Democracy*, pp. 147-159.²⁶ *Standards of Child Health, Education, and Social Welfare*, pp. 12-13.]

At the time of the White House Conference, in 1940, child labor was still a serious problem in this country in spite of progress in its control under State and Federal Laws. Although the number of employed children had decreased markedly during the preceding decade, children under 16 were still cutting short their education to go to work, or were engaging in work outside school hours, under conditions detrimental to their fullest physical, mental, and social growth.

The labor demands of the war period have re-emphasized the findings of the White House Conference and redoubled the need for remedial measures in this field. Labor shortages have brought about not only a tremendous increase in the employment of boys and girls under 18 years of age but also a trend toward relaxation of the labor standards that have been developed over the years for their protection.

These changes throw into bold relief the need for the protective measures recommended by the Conference for the prevention of industrial exploitation and premature employment of children and youth, and for counseling and guidance services during the transition period from school to work. Briefly, the employment safeguards proposed, now more than ever demanding public concern, were: (1) A basic 16-year minimum age for employment, with a minimum age of 18 or higher for employment in hazardous or injurious occupations; employment at 14 and 15 to be permitted only after school hours and during vacation periods in agriculture, light nonmanufacturing work, domestic service, and street trades; (2) maximum hours for workers under 18 not to exceed 8 hours a day, 40 hours a week, and 6 days a week, with provision for lunch periods and prohibition of night work; (3) employment certificates and health examinations for minors under 18 going to work; (4) at least double compensation under workmen's compensation laws

²⁵ This outline was prepared by the Industrial Division of the Children's Bureau.

²⁶ Reprints of this section of the report—Child Labor and Youth Employment—are available from the Children's Bureau upon request.

in cases of injury to illegally employed minors; (5) minimum wage standards; (6) abolition of industrial home work; (7) adequate provision for administration.

The following outlines (see also outline relating to employment safeguards in wartime, p. 76) are suggested to guide States and communities in obtaining concrete information as to their laws governing child labor, so as to measure their standards against the Conference recommendations:

STATE OUTLINE

1. Does the State law require a minimum age of 16 years for all employment during school hours? A minimum age of 16 for employment at any time in manufacturing or mining occupations or in connection with power-driven machinery? A minimum age of at least 14 years for restricted employment after school or during vacation in agriculture, light nonfactory work, domestic service, and street trades? If not, state existing provisions.

2. Does the law specify a minimum age of at least 18 years for employment in hazardous and injurious occupations, with authority in the appropriate governmental agency to determine such occupations? If not, state existing provisions.

3. Does the law limit the hours of work for minors to not exceeding 8 a day, 40 a week, and 6 days a week? If not, describe existing provisions. Between what hours is work at night or in the early morning prohibited?

4. Are employment certificates required for all minors under 18 years permitted to go to work? If not, describe existing requirements. What provision is made for administration of employment-certificate program?

5. Are employment certificates issued only after the minor has been certified as physically fit for the proposed employment? By whom are the examinations given? Character of examination?

6. Is double or triple compensation required under workmen's compensation laws in cases of injury to illegally employed minors? State provisions of law on this subject.

7. Does legislation relating to wages include minimum-wage provisions applicable to minors?

8. Has industrial home work been abolished or regulated by law? If so, how are these provisions administered?

9. What provision is made for State administration of child-labor laws? Describe organization, functions, and staff.

10. Does the school system include provision for vocational preparation, guidance, and counseling services adapted to modern conditions and the changing needs of youth? Describe these provisions.

11. Is there provision in the local communities in the State for placement services for young workers, staffed by properly qualified and professionally trained workers, with full cooperation between

the schools and the public employment services? Describe these provisions.

SUMMARY of outstanding problems relating to child labor and youth employment; legislative and administrative measures needed.

OUTLINE FOR COMMUNITIES

1. How many children under 16 years of age are gainfully employed in your community? In what occupations?

2. What are the most serious child-labor problems in your community? What attempts are being made to meet them?

3. Do the State laws relating to child labor conform to the standards endorsed by the Conference on Children in a Democracy?²⁷ If not, in what respects do they fail to measure up to these requirements?

4. Are the provisions of the State laws relating to child labor enforced in your community? What agencies are responsible for such enforcement?

5. If there is laxity in enforcement, what steps are being taken to improve the situation?

6. Does your community provide a suitable educational program for all youths over 16 who are not employed or provided with work opportunities? Describe such programs.

7. Is there any provision for financial aid to young persons to enable them to continue their education beyond the required attendance age if they wish to do so and can benefit thereby? If so, describe.

8. Are vocational preparation, guidance, and counseling service available to boys and girls in the school system? Is placement service available for young workers? If so, describe these services.

SUMMARY of outstanding needs in the community for protection of children from injurious labor and for safeguarding youth employment.

Social Services for Children

[*Children in a Democracy*, pp. 62-74. *Preliminary Statements Submitted to the White House Conference on Children in a Democracy*, pp. 207-242.²⁸ *Standards of Child Health, Education, and Social Welfare*, pp. 14-18.]

Upon the State rests the duty of making sure that care and protection are within reach of all children who have no parents or natural guardians and those whose home conditions or individual disabilities or difficulties require special attention. This aim may be achieved through services furnished by the State itself or by local governments or private agencies.

²⁷ See *Children in a Democracy*, pp. 43-50.

²⁸ Reprints of this section of the report—Social Services for Children—are available from the Children's Bureau upon request.

Social service for children who need care and protection has the double function of helping to provide material resources and other environmental conditions favorable to their physical, mental, and social development; and of aiding individual children to find personal security, acceptable means of self-expression, and satisfying achievement within the circumstances under which they live. (*Preliminary Statements*, p. 209.)

STATE OUTLINE

Children's Services in the State Welfare Department.

1. What bureau or division of the State welfare department has the main responsibility for promoting the social welfare of children? What are its functions?

2. Describe the organization of the bureau. Number of workers assigned to each type of service; qualifications required for professional staff.

3. If other bureaus or divisions of the welfare department or of other departments of the State government also have responsibilities directly related to child welfare, describe these functions. Staff assigned to this work—number and qualifications.

4. What duties does the law place upon the welfare department with respect to child care and protection? Is the department able to fulfill all of these? If it is unable to carry out some responsibilities because of lack of necessary staff or for other reasons, is an effort being made to obtain requisite funds and staff to carry out the State's legal responsibilities for care and protection of children?

5. Does the State welfare department have an adequate staff of workers competent to give constructive help to institutions and agencies in raising standards of care and to enforce laws and regulations relating to licensing and supervision of institutions, child-placing agencies, foster-family homes, and maternity homes?

6. Is psychiatric service for children provided by the welfare department or through the cooperation of other State departments?

7. What other special services are provided directly by the State welfare department or through consultation service to local agencies—control of juvenile delinquency, recreation, child care, and so forth?

State Assistance to Local Units.

1. Does the State welfare department help counties or other local units to plan and develop social services for children? Staff assigned to this work—number and qualifications.

2. Does the State give financial assistance to counties or other local units to enable them to provide adequate social services for children? Under what conditions is such aid given and for what general or specific purposes (lump-sum grants, reimbursement for salaries of qualified workers, and so forth)?

3. What does the State welfare department do to help local units to equip themselves with qualified child-welfare workers (in-serv-

ice training by State workers, aid in financing educational leave, and so forth) ?

4. In which counties (or other areas) are there child-welfare workers in the local welfare departments whose training and experience equip them for social services to children ?

5. How many of these workers are paid entirely from State funds (including Federal funds disbursed by State department) ? How many are paid from State and local funds ? How many are paid entirely from local funds ?

6. In which counties (or other areas) are social services for children provided by workers who also perform other duties in the welfare department but who are equipped by training and experience for specialized work with children ?

State Institutions and Child-Caring Activities.

1. How many boys and how many girls were in State training schools or correctional institutions for delinquent children on a given date ? Has any recent study been made to determine whether these institutions are adequately equipped and staffed ? What did the study show ?

2. Are the State training schools for delinquent children administered by the bureau or division of the State welfare department which administers other child-welfare services ?

3. Is the work of the State institutions for delinquent children closely related to social-service activities in the communities from which the children are admitted ? How is this done ?

4. How many children under 18 years of age were in State institutions for the mentally deficient on a given date ? Has any recent study been made to determine whether the institutions for mentally deficient children are adequately equipped and staffed ? What did the study show ?

5. Are the institutions for mentally deficient children able to provide for all children in the State who need such care and training ? If not, how many children were on waiting lists on a given date, or what is the probable number of children needing care in State institutions who cannot be given such care at the present time ? What is being done toward providing the necessary institutional facilities ?

6. If the State provides direct care of dependent children in a State institution or institutions or through a State child-placing agency : On a given date, how many dependent children were under direct care of the State ? How many of these children were in institutions conducted by the State ? How many were under the supervision of State agencies or institutions in boarding homes ; in free homes ; in prospective adoption homes ; in wage or work homes ?

7. Has any study been made recently to ascertain whether the staff is adequate in number and training for the institutional or child-placing service, and whether the dependent wards of the State are given the kind of care which their needs require ? Summarize

the findings of the study. What is being done as a result of the study? If no such inquiry has been made recently, is there need for one?

8. Are State services available for Negro children on the same basis and to the same extent as for white children?

SUMMARY of outstanding problems of protection and care by the State, and next steps which should be taken in order that social services may be made available to all children in the State whose home conditions or individual difficulties or disabilities require special attention.

OUTLINE FOR COMMUNITIES

Services to Children Who Are Dependent or Neglected, Delinquent, or in Danger of Becoming Delinquent.

1. What board or department in your county (or other local governmental unit) is responsible for making available the social services needed by children and their families?

2. Do the public child-welfare services include all of the following:

a. Social service for children living in their own homes or elsewhere who are dependent, neglected, mistreated, or exploited by the natural guardians or other adults; delinquent or in danger of becoming delinquent; for unmarried mothers and their babies; and for children placed for adoption.

b. Child-guidance service for the study and treatment of children with special problems of personality or behavior.

c. Foster care in family homes or institutions adapted to the children's individual needs, for children who must be cared for away from their own homes, temporarily or over long periods.

d. Day-care services through day nurseries, day-care centers, or foster-family homes for children of employed mothers and other children needing such care. ((See outline relating to day care for children of working mothers, p. 78.)

e. Service to physically handicapped children, in cooperation with health and educational agencies.

f. Social protection of mentally deficient and psychotic children, in cooperation with State and local agencies providing education, special training, and custodial care.

3. If these public welfare services are not available in your community, what should be done to bring the needs to the attention of citizens so that the necessary services may be provided?

4. How many workers on the staff of your local public welfare department have full-time or part-time duties related to care and protection of children? How many of them have had special training for child-welfare services? If more child-welfare workers are needed, what effort has been made to obtain an adequate staff?

5. On a given date, how many children were receiving services from the local public welfare department? How many of them were: (a) In their own homes; (b) in foster-family homes (boarding, free, or wage or work homes); (c) in institutions?

6. What private agencies provide protective and case-work services for children: List and describe briefly the functions of each agency. How is the work of these agencies related to the work of the public agency?

7. What means are provided by a council of social agencies or other representative planning body for development of coordinated community-wide programs of public and private child-welfare services?

8. How many children were born out of wedlock during the last calendar year? What services does your community provide for the care and protection of unmarried mothers and children?

9. Is homemaker service available for families that might otherwise suffer or be broken up because of the mother's illness or absence from the home? What agency makes this service available? Describe the plan. Does it meet the need for such service in the community?

10. When agencies or institutions in the community receive applications for care of children away from their own homes do they try to discover whether the children might be cared for properly in their own homes if aid or social service were given to the family? What steps do they take to make sure that such aid or service is provided for the family?

11. Is there a child-guidance center or other clinic in the community which deals with behavior problems of children? Under whose auspices is it conducted? If there is no clinic in the community, how are the necessary services made available to schools, agencies, and parents?

Prevention and Treatment of Juvenile Delinquency.

(a) *Preventive Measures.*

1. What public or private agencies in the community are providing case-work services for children whose behavior is likely to lead to delinquency? (See also items 1, 6, and 10 in the foregoing section.)

2. Are full-time school facilities available to all children in the community, and is there adequate enforcement of attendance laws? (See outline relating to education through the schools, pp. 44–50.)

3. Are laws for the protection of children against child labor enforced? (See outline relating to child labor and youth employment, pp. 59–61.)

4. Is the necessary provision made for care of children whose mothers are out of the home because of employment, including facilities for supervised activities during hours when schools are not in session? (See the outline relating to day care for children of working mothers, p. 78.)

5. Are there adequate facilities in the community for leisure-time activities, play, and recreation? (See outlines relating to facilities for recreation, pp. 57-59, and library service, pp. 50-57.)

6. Do the schools have social workers or visiting teachers or do they utilize the services of social workers of public or private agencies for helping children who exhibit conduct problems or other difficulties in school?

7. Has any study been made in your community of the possible relationship between juvenile delinquency and the absence of recreational facilities? If so, what were the findings of this study? Are your school buildings and grounds utilized for after-school activities? Is there need for such a program?

8. What is being done by law-enforcement agencies and officials toward elimination and control of conditions in the community which are conducive to delinquency of boys and girls?

9. Does your police department use special procedures in dealing with children? Is this done through a juvenile bureau or by assignment of a special staff to juvenile cases?

10. Do the social agencies, court, and police cooperate with one another in preventing and controlling juvenile delinquency?

(b) Treatment of Juvenile Delinquents.

1. Does your county (or city or district) have a special juvenile court? If not, what court handles children's cases? Does this court use special procedure in dealing with juvenile-delinquency cases?

2. Is the judge who hears children's cases a person with legal training, who understands children and has a knowledge of social conditions and community services? How frequently does the judge have hearings for juvenile-delinquency cases?

3. How many boys and how many girls appeared before the court in official hearings during the last fiscal or calendar year? In unofficial hearings?

4. How many children referred to the court because of delinquency during the year were detained pending court hearing? Were any children under 16 years of age held in police stations or in jail pending court hearing?

5. Is it the practice to get in touch with the parents before the children are placed in detention? Who is responsible for doing this? Could detention be avoided or shortened if court hearings were held more frequently? If more adequate social services had been available to determine the need for detention?

6. Who investigates complaints and gives case-work service to children coming to the attention of the court because of delinquency: Court probation staff? A social agency at the request of the court?

7. How many boys and how many girls were committed by the court to State institutions for juvenile delinquents during the

past year? How many were assigned to probation officers for supervision?

8. How many children were referred by the court to public or private agencies for supervision or for case work with the families or with the children themselves? Which agencies are used, and for what types of cases?

9. How many boys and how many girls, white and Negro, from your community were in State institutions for delinquent children on a given date? How many were in county or city training schools? How many were in private institutions of this kind? *

10. While a child is in training school or correctional institution, is contact kept with his family? Is this responsibility carried by the court, by the public-welfare department, or by some other local agency?

Foster-Care Services for Dependent and Neglected Children.

1. Has there been any significant change within the past few years in the total number of children belonging in your county who are given foster care away from their own homes? If there has been a decrease, may it be attributed to: More adequate assistance of needy families? Availability of public aid to dependent children in their own homes? Development of case-work services for families and children by the public welfare department? If there has been an increase, what are possible reasons for this?

2. How many children were being cared for, on a given date, directly by the county welfare department: In county institutions; in boarding homes; in free homes; in prospective adoption homes; in wage or work homes?

3. Does the court handling children's cases place children in boarding homes or in other types of family homes through its own staff? How many children under supervision of the court on a given date were in boarding homes; free homes; prospective adoption homes; wage or work homes?

Is it necessary for the court to do its own child placing because the services of public or private child-caring agencies are not available? If so, what is being done to make these services available?

4. If direct State care of dependent and neglected children is provided by your State welfare department or some other State agency, how many children from your county were under care of a State institution for dependent children or State child-placing agency on a given date?

5. List the institutions and agencies conducted under private auspices, located within the county or elsewhere, caring for children received from the county, and give for each the number of children on a given date.

NOTE.—The answer to item 4 should be obtained from the State welfare department; data for item 5 can also be obtained from the department in many States. If practicable, data for items 2, 3, 4, and 5 should be classified as to race and sex, and figures relating to children in foster-family homes should give the number of children in each type of home—boarding, free, wage or work home, prospective adoption home.

6. *Total number* of dependent or neglected children from your county under care away from their own homes. (Items 2, 3, 4, 5 above.) If your State welfare department has such data available, compare this number with data on the prevalence of child dependency in other counties and in the State as a whole.

7. For how many of the children under the care of private institutions and agencies (item 5) were public funds paid toward maintenance? How many of these children were placed with the private organizations by court order as wards of the public welfare department? By the public welfare department without court order? By the court without reference to the department?

8. If the county welfare department arranges for care of its wards by private institutions and agencies, does it safeguard the children for whom it is responsible by making sure that they are receiving the kind of care they need and that their family relationships are protected? How does it do this?

9. Do the child-caring institutions and agencies keep contact with the families of children under their foster care or keep informed about home conditions so that the children may be restored to their homes if this proves to be desirable?

10. Are there any child-caring institutions or agencies in your county which are not licensed by the State welfare department in accordance with State law or which do not have the approval of local health or welfare agencies given this authority? If their work is not approved, what is being done to raise the quality of their services for children?

11. What provision is made for investigation and social service in adoption cases?

Social Services for Physically Handicapped Children.

1. Medical, educational, and social-service agencies have joint responsibility for seeing that the needs of physically handicapped children are met. In your community are social services for physically handicapped children related to the medical and educational programs?

2. How many blind children and how many deaf children from your community were receiving care and training in State or private institutions on a given date? Are the programs of these institutions related to the social services of the community? In what ways?

3. How many crippled children are known to the responsible authorities in your county? How many of them are now receiving medical care and other needed services? How many received such care during the past year?

4. What steps are taken to find blind, deaf, or crippled children who may not be receiving the treatment or training needed? Does your school census enumerate such children? Between what ages? Whose responsibility is it to see that the necessary medical care, training, or social service is given to these children?

Social Services for Mentally Deficient Children.

1. How many children from your community are in State or local institutions for the mentally deficient?

2. How many children are on waiting lists for admission to institutions for the mentally deficient? What are the prospects for their admission?

3. What is being done in your community to discover mentally deficient children who are not receiving the care, training, and social protection needed?

4. Does the local public welfare department have any plan for the supervision of mentally deficient children who remain in their own homes? Describe.

5. Is boarding-home care made available by the local public welfare department or by private organizations for mentally deficient children who need care away from their own homes? Describe the plan and the adequacy of the provision made for boarding-home care for these children.

SUMMARY of strengths and weaknesses of community's provision for social services for children; next steps to be taken.

Economic Aid to Families

[*Children in a Democracy*, pp. 12-24. *Standards of Child Health, Education, and Social Welfare*, p. 19.]

A necessary condition of the family's capacity to serve the child is an income sufficient to provide the essentials of food, clothing, shelter, and health, as well as a home life that means for the child education, happiness, character building.

* * * many families and children are left without an assured livelihood because of unemployment, disability, low wages, or other factors beyond their control. It is becoming the established American policy that these families be given adequate economic assistance. This economic assistance has been called by various names, such as general relief, public assistance, work program, old-age assistance, aid to dependent children. * * * (*Children in a Democracy*, pp. 12, 21.)

STATE OUTLINE

Public Assistance.

1. Is adequate provision made throughout the State for general relief to needy individuals and families who are not eligible for aid under the public-assistance categories? In which counties is general relief well administered? In which counties is it poorly administered or inadequate to meet the needs?

2. Does the State give financial assistance to local units to meet the costs of relief and administration? Is this State aid adjusted to the need and financial capacity of the local units? Is the amount of State aid sufficient to meet the needs? What progress has been made within the past year toward improving the general-relief situation in the State?

3. What provision is made for public medical care for families whose resources are insufficient to purchase such care?

4. Does the State law place upon the local unit responsibility for the care of all needy persons with local residence? What provision is made for those who are without local residence?

5. During the last fiscal or calendar year how many families or individuals in the State received economic aid under the following classifications, and what was the total cost for each category, including local, State, and Federal funds: General Relief; Old-Age Assistance; Aid to the Blind; Aid to Dependent Children; Old-Age and Survivors Insurance?

Aid to Dependent Children in Their Own Homes.

1. In which counties in the State are available funds adequate and administration such that all families eligible for this aid may receive the assistance needed?

2. In which counties does the aid fall short of this objective?

3. What are the reasons for inadequacy of this program: Limitation of State or local funds? Poor administration? Lack of interest of the public? Restrictions on size of grant? Other reasons?

4. For each county in the State, how many families received aid-to-dependent-children grants during a recent month? How many children? What was the average grant per family and per child (or, if available, average monthly grant per person in ADC households)?

5. What provision, by law or policy, does the State make for medical care of these children and of members of their families?

6. Is provision made for examination, treatment, and vocational adjustment of incapacitated parents whose inability to support the family is a major reason for assistance?

7. Has the State suggested a limitation of workers' case loads which should make it possible to provide the necessary social services to children and their families? What measures might be taken to bring such services to children in counties where the case loads are too high?

8. If the State does not receive Federal aid for this form of public assistance, what efforts are being made to meet the requirements for Federal aid?

SUMMARY of outstanding problems and needs in public-assistance and relief programs.

OUTLINE FOR COMMUNITIES

Family Relief and Service.

1. Does the State share in the cost of general relief? What proportion of the local expenditure for relief is paid from State funds?
2. What control or supervision does the State exercise over local relief administration?
3. What is the requirement regarding residence in the county (or in towns) as a requisite for granting general relief? What is happening to persons in need in your community who do not have local residence in accordance with this requirement?
4. Is the aid to be provided determined on the basis of family budgets showing the needs and resources of each family; if not, how is it determined?
5. Does the aid given permit a proper standard of home life?
6. Is the amount of aid to needy families limited because of insufficient funds or are there other reasons for inadequacy?
7. In your community, as of a given date, how many children were in families receiving general relief from the public welfare department?
8. In a recent month, what was the average amount of public relief given in your community, per family and per child?
9. Does the staff of the local public welfare department include workers with training and experience in family case work?
10. Is family relief and service provided in the community by private agencies or other voluntary groups? How extensive is this assistance? How is it related to public assistance?

Aid to Dependent Children in Their Own Homes.

1. In your community, how many children, in how many families, were receiving on a given date aid to dependent children in their own homes or in the homes of relatives eligible for such aid under the State law?
2. Are there children in your community who should receive such assistance but for whom it is not now available? What is the reason for inadequacy of this form of aid?
3. What are the average monthly grants per family and per child (or, if available, average monthly grant per person in ADC households)?
4. Is the aid given adequate to provide proper housing, food, clothing, and other necessities of family life? If it is inadequate, what is the reason for this, and what steps need to be taken to safeguard the welfare of the children?
5. Do ADC workers collaborate with other agencies in the community in efforts to make family life as normal as possible for children receiving aid?

6. Are ADC families encouraged and aided to utilize adult-education programs and self-help projects, such as household-management classes, home gardens, and canning demonstrations?

7. Does the public-assistance agency cooperate with the schools in assisting the older children in ADC families to ascertain the work which they may be fitted for, helping them to secure vocational training, and aiding in placement?

8. Is the amount of assistance needed by individual families determined by workers equipped for this task? Are these workers able to deal with social problems of families and children so that they may provide case-work services when they are needed?

SUMMARY of outstanding problems of general relief and aid to dependent children.

Families and Their Dwellings

[*Children in a Democracy*, pp. 24-28. *Standards of Child Health, Education, and Social Welfare*, pp. 1-2.]

The character of a dwelling is important to every member of the family, but especially to children, who spend so much time in and near the house and are peculiarly susceptible to environmental influences. (*Children in a Democracy*, p. 24.)

STATE OUTLINE

1. What State agency, if any, is concerned with promoting good housing? Functions; appropriations; staff.

2. Are special rural-housing programs carried on through State action? By the Federal Government? Where are they located? How many families are reached? How are these programs administered?

3. In what urban communities are Federal housing projects under way? Describe extent and character.

4. Are newly created or expanding industrial centers presenting housing problems? If so, describe, and indicate what measures are being taken to meet them.

5. To what extent do State laws and regulations provide for observance of minimum housing standards? How are these regulations administered?

6. What provision for housing regulations and their administration is made in the cities of the State?

7. What areas of substandard housing are in urban centers; in rural sections?

8. Does the State carry on research and educational programs to promote better housing? Through what agencies? How conducted?

9. Have any studies been made, or is any study contemplated of the prevalence of substandard housing in both urban and rural

areas? What sections of the State have been covered by these studies? What action has been taken as the result of the findings of such studies?

10. What private agencies conduct housing research? What research programs are carried on?

11. Do citizens' organizations include study of housing in their programs? If so, to what extent?

SUMMARY of outstanding housing problems and measures which should be taken by the State.

OUTLINE FOR COMMUNITIES

1. Approximately what proportion of the families in your community live in dwellings which are substandard or overcrowded, or which are otherwise unsuitable for the maintenance of proper standards of family life?

2. Is your community aware of the dangers of bad housing? What is being done to eliminate conditions injurious to health and safety?

3. What measures are being taken to improve the housing of families of moderate means? In what ways are housing programs which are encouraged by the Federal Government utilized in your community?

4. What provision is made in your community for regular housing inspection service, including water supply, excreta disposal, fire hazards, space, light, ventilation, sanitary equipment?

5. Have any studies been made of substandard housing? What action has been taken as the result of the findings of any such studies?

SUMMARY of outstanding housing problems and measures which should be taken by the community.

Children in Migrant Families

[*Children in a Democracy*, pp 69-74.]

The problem of the migrant family is national in scope. But shelter, education for children, health supervision, and medical care must be made available locally wherever and whenever needed. (*Children in a Democracy*, p. 73.)

1. What is the nature and extent of the migrant problem in the State? Is it seasonal; for what occupations? Which communities are affected? Do migrant families come from other communities within the State? Do they come from other States with the hope of permanent settlement or for seasonal work?

2. What has the State done with respect to plans for employment of migrant workers?

3. What has the State done with respect to the problem of families who wish to settle in the State or a district other than their residence in the State?

4. Are State and community housing and sanitary regulations applicable to the shelters of seasonal and migratory workers? Are these regulations enforced?

5. What local health services are available in actual practice to migrant families and their children? Are such services available to them to the same extent as to resident families?

6. Are local school facilities in practice open to migrant children? What percentage of the migrant children in your community between 6 and 14 years of age attend school? 14 and 15 years?

7. To what extent does employment interfere with the school attendance of migratory children between 6 and 12 years of age? 12 and 13 years of age? 14 and 15 years of age?

8. To what extent are local health services and school facilities available to migrant families and their children?

9. How long a period of residence is required in the State and in a county or city before a person can be eligible for general relief? For aid to dependent children? What provision is made for needy persons who have not acquired legal residence?

SUMMARY of strengths and weaknesses of services for children of migrant families, and plans for improving and extending these services and for enlisting the interest of the general public in these problems.

Children in Minority Groups

[*Children in a Democracy*, pp. 67-69. *Preliminary Statements Submitted to the White House Conference on Children in a Democracy*, pp. 245-257.]

The children in families of minority groups often suffer several types of handicaps. Their parents have less chance for employment and economic advancement; they experience a degree of social exclusion; they may receive an unequal share in public and private services: School, recreation, medical care, and welfare service. (*Children in a Democracy*, p. 67.)

1. Do Negro children and children of other minority groups receive the same services, or services of the same character, as other children receive? Review outlines on each of the preceding topics and indicate under each heading the extent to which equal services are available or the extent to which children of minority groups are excluded from services or receive services of inferior quality.

2. What efforts are being made in your community to discover and to deal in a constructive manner with problems of racial discrimination or racial tensions, especially as they affect children?

Outlines for State and Community Action To Protect Children in Wartime

Because of the interdependence of State and local action in behalf of children who require special wartime safeguards, the outlines which follow are not divided into State and community sections, but approach the various problems primarily from the point of view of the needs in local areas in which war conditions endanger the welfare of children. The outlines are based upon measures suggested by the "Program of State Action" and "Community Action for Children" formulated by the Children's Bureau Commission on Children in Wartime and should be studied in relation to these programs.²⁹

Areas of Special Need Because of War Conditions

1. What communities or areas within the State are especially affected by wartime conditions because they are centers of war production or military operations?
2. What is being done by defense agencies or by departments of the State government to ascertain conditions in areas of special need and to help the communities to handle problems adequately?
3. Is housing of families a serious problem in these communities? What is being done about it?
4. Are adequate sanitary regulations enforced?
5. How adequate are facilities for medical and dental service and hospital care? If they are inadequate for the needs of the community, what is being done to remedy conditions?
6. Is full-day schooling available for every child of school age in the community, regardless of race, permanency of residence, or

²⁹ *A Children's Charter in Wartime*. Children's Bureau Publication 283. Washington, 1942.

For Our Children in Wartime—A Program of State Action, adopted August 28, 1942, by the Children's Bureau Commission on Children in Wartime in consultation with the Office of Defense Health and Welfare Services and the Office of Civilian Defense. Children's Bureau. Washington, 1942.

Community Action for Children in Wartime. Children's Bureau Publication 295. Washington, 1943.

Legislation for the Protection of Children in Wartime; suggestions submitted by the Children's Bureau Commission on Children in Wartime for children's committees of State defense councils and other groups concerned with child-welfare legislation. Children's Bureau. Washington, January 1943.

social status? If not, is any special provision made for children who are on half-day schedules?

7. Are there enough qualified teachers and other school staff to assure every child a well-rounded school experience?

8. Are school lunches available?

9. Is there adequate enforcement of child-labor and school-attendance laws?

Wartime Health Services for Children

1. Have the services given to mothers and babies as part of the public-health program been curtailed because of the war emergency?

2. What adaptations have been made in the public-health program to provide adequate service on State and local levels during the war period?

3. What assistance does the State make available to local units to enable them to provide adequate health service and medical and dental care for mothers and for children?

4. Is the withdrawal of doctors and nurses for military service leaving some areas without obstetricians or pediatricians or adequate hospital facilities?

5. Does your community take advantage of the provisions made for maternity and infant care for wives and infants of enlisted men under the Emergency Maternity and Infant Care program?

6. What provision is made for protection and care of pregnant women employed in defense industries?

7. Are your community well-baby clinics or child-health conferences overcrowded? Is there need to establish others? Are they properly staffed and equipped?

8. Is special attention paid in your community to medical and dental care of boys and girls in the age groups that may soon be called upon for military service or war production?

9. What does your community do to insure adequate nourishing food for all children through such means as nutrition education, school lunches, and low-cost milk?

10. Is special attention being paid to finding crippled children of families that have moved across State lines into military or war-industry areas?

Employment Safeguards

1. Does the community provide counseling and placement services to help boys and girls decide whether to leave school for work and to assist them in finding suitable part-time or full-time jobs?

2. Is there an adequate staff for prompt issuance of employment and age certificates to make sure that no child under legal working age goes to work?

3. Are health services available where young persons going to work can be examined to make sure that they are physically fit for the job?

4. Is the State endeavoring to meet needs for participation of young people in war production without breaking down the standards essential to conservation of health and educational opportunity, in accordance with the principles of sound child-labor laws?

5. Do the schools provide guidance and health services which prepare children for entering employment?

6. What plans are being carried out by the State health or labor department or by other agencies for protecting the health of boys and girls employed in agriculture, in defense industries, and in other types of work?

7. What school or community safeguards are provided to protect the health, education, and general welfare of school children employed outside school hours or on school-released time?

8. Is any representative committee or group in your community making plans for coordinated efforts to safeguard the conditions under which children are now employed or to meet their problems during the period of demobilization?

Community Recreation Programs

1. Is there an over-all planning group for recreation representative of all interests in the community, and is youth represented?

2. Are the recreation facilities of the community adequate in view of increased population, housing conditions, and the special need to counteract problems arising in congested areas of industrial and military operations?

3. What efforts are being made to provide supervised recreation facilities so that boys and girls in the community may find healthful outlets for their need of activity and companionship?

4. What is being done by the State to aid communities in providing these facilities?

5. Is there adequate community control of commercial recreation facilities?

6. Is any organization or agency helping parents to plan for out-of-school activities of their children?

7. Does the community recreation program take into account the recreational needs of adults and of family groups? What provision has been made?

8. Is adequate support being given to the agencies in the community which provide organized group activities?

Prevention and Treatment of Juvenile Delinquency³⁰

1. Has delinquency increased because of war conditions? What do statistics of the juvenile court show? The police department? Other evidences of increase in juvenile delinquency?

2. What are some of the major factors producing juvenile delinquency in your community? Discuss such factors as:

Unwholesome living conditions.

Employment of mothers.

Lack of full-time school facilities.

Lack of recreational facilities.

Unregulated commercial amusement places.

Nonenforcement of regulations for social protection.

Other conditions.

3. Has any study been made of the problem of juvenile delinquency in your community? By whom? Findings of study? Action taken growing out of study?

4. Has responsibility for leadership in developing a program to prevent and control juvenile delinquency been placed on some representative group in the community? If so, describe its organization and activities.

Day Care of Children of Working Mothers

1. What official State committee or departments are responsible for assisting local communities in making plans for day care of mothers whose employment is essential to the war effort?

2. What staff is made available by the State welfare department to assist communities in planning, developing, and supervising local programs of day care?

3. What staff is made available by the State department of education to assist in the development of extended school services?

4. What provision is made by the State health department for safeguarding the health of children receiving day care? By your local health department?

5. What committee, department, or organization in your community has studied the local situation? What did the group find with respect to prevalence of employment of mothers and the need for day-care services?

6. If there is need for such care, has a community day-care program been planned which includes: Nursery schools and day-care centers; extended school services for children attending school; foster-family day care; homemaker service; other forms of activities and supervision of children whose mothers are absent from the home? What progress has been made in developing these services?

³⁰ See also *Prevention and Treatment of Juvenile Delinquency*, pp. 65-67.

7. What projects have been developed with the aid of Lanham Act funds? For what services?

8. Has information and counseling service been provided in the community, easily accessible to mothers who are considering going to work, or who need help in planning for the care of their children?

9. Which State and local agencies are responsible for the enforcement of laws and regulations for the protection of the health and safety of children given day care?

10. What provision is made for the care of children with minor illnesses who must be excluded temporarily from group care?

11. Does the community day-care program provide services for adolescents and thus help to prevent juvenile delinquency?

12. Has an effort been made to recruit foster-family homes for day care? What success has been met with?

13. What is the total capacity of existing day nurseries, day-care centers, and nursery-school facilities for children of working mothers? Is full use being made of these facilities? If not, why not? Are there waiting lists?

14. Are there any areas of the community in need of such services which do not have them available?

15. Are the needs of school children supplied, as well as children of preschool age?

16. Do your local departments of health, welfare, and education cooperate in developing and safeguarding the community program for day care? Do private agencies, church groups, neighborhood houses, and recreation centers participate in the program? How?

Suggested Outline for an Inventory of Community Resources

An inventory of the community's resources for the care and protection of children will serve two purposes: (a) It will provide "directory" information which should be available to the community; (b) it will serve as a basis for studying the adequacy of present facilities for child health, education, social welfare, and related services and planning to fill the gaps in essential services.

Directories of community agencies compiled by councils of social agencies or other central organizations in most of the larger cities and in some county areas supply this information, but for smaller communities and sparsely settled areas there is need for a descriptive listing of resources, preferably with the county as the area to be covered. In addition to local agencies, institutions, and organizations, the director should include information regarding services of State departments and institutions available to the local community, as well as State-wide or regional organizations concerned with the welfare of children.

It must be remembered that the existence of organizations with a given purpose does not necessarily imply that the need for this form of service is being met. Intensive study of the equipment of each agency is required in order to evaluate its services and to determine how it fits into the whole community picture. In many communities the results of studies of this kind are already available; in other localities certain outstanding needs will be evident without detailed study. Technical surveys should not be undertaken unless they can be made by persons professionally equipped to evaluate services in the various fields. The directory should, therefore, be confined to statements regarding the field of service undertaken by the agency as reported by its governing board or executive.

The plan for the inventory should be made by, or in collaboration with, the local committee responsible for review of child-welfare needs and resources, and material should be obtained and compiled under the direction of the committee. Directories of social agencies compiled by central organizations in various cities illustrate methods of classification of agencies and organization of material. For small communities and for county areas which do not contain large cities the problem is, of course, very much simpler, and listing under the headings of general types of services will suffice.

This outline of possible types of agencies available to a community must not be misunderstood to imply that a county or other local unit should necessarily have examples of all of these types of organizations. It is intended merely as a guide for obtaining information regarding resources to be used in connection with the community outlines presented in the preceding pages. It should be noted that the classification is by types of services; one agency may therefore appear in the list several times.

The suggested inventory is in effect a plan for laying out a picture puzzle whose general outlines are known and for fitting into it the services now at hand. Gaps in the picture will become evident, but there will also be duplications and inadequacies which require further exploration in order that essential services may be made available for all children in the community.

Community Agencies To Be Included in Inventory

1. Health Protection and Medical Care.

(a) Public department of health (or its divisions) providing health services for mothers and infants and for children.

(b) Hospitals caring for maternity cases (public and private).

(c) Children's hospitals or children's wards of general hospitals.

(d) State hospitals receiving children from this community.

(e) Visiting-nurse service.

(f) Other public or private agencies providing maternal or child-health services (including school health services).

(g) Child-health centers; clinics (specify types of conditions treated).

(h) Dental clinics.

(i) Local agencies providing services for crippled children.

(j) State agencies receiving for care crippled children from this locality.

2. Mental-Hygiene Clinics and Child-Guidance Clinics.

(a) Clinics conducted by local department of welfare or health department. By the school system. Under private auspices.

(b) Clinic services available to the community from a State department or State hospital.

3. Educational Facilities.

(a) Schools conducted by the department of education: Nursery schools, kindergartens, grade schools, high schools (or junior and senior high schools), vocational schools (specify type); vacation schools; evening schools for adults.

(b) Parochial and other schools conducted under private auspices: Classify as above.

(c) Special schools or classes for mentally deficient children.

(d) State institutions receiving mentally deficient children from this community for training or for custodial care.

(e) Special schools or classes for crippled children; blind children; deaf children. Sight-saving classes in public or private schools.

(f) Provision made for home instruction of children who are physically unable to attend school.

(g) State schools for blind or deaf children; State hospital schools for crippled children.

(h) Play schools or nursery schools conducted under private auspices.

(i) Attendance and visiting-teacher services.

(j) Facilities for adult education.

(k) Libraries: Public library and its branches; special children's libraries.

(l) Museums and art galleries.

4. Facilities for Preventing Too Early Employment of Children and for Safeguarding Young Workers.

(a) Guidance and counseling services in schools.

(b) Placement services, including local U. S. Employment Service offices and other placement agencies.

(c) Scholarship agencies.

(d) Officials issuing work permits and employment and age certificates.

(e) State labor department inspection services (these will be under State auspices, but their relation to the community should be noted).

5. Facilities for Leisure-Time Activities and Recreation (see also items 3 (k) and 3 (l)).

(a) Local and State parks providing for recreational activities of family groups and individuals.

(b) Public playgrounds, swimming pools; athletic centers.

(c) Organizations providing group activities (such as: Boys' Clubs; Girls' Clubs; Boy Scouts; Girl Scouts; Camp-fire girls; Y. M. C. A.; Y. W. C. A.; settlements and neighborhood associations).

(d) Summer camps; vacation day camps.

6. Public Assistance and Family Service.

(a) Public department administering general relief, old-age assistance, aid to dependent children, old-age and survivors insurance.

(b) Family-service and relief agencies under private auspices.

(c) Organizations providing special forms of aid, such as scholarships for needy children, orthopedic appliances, milk, and so forth.

7. Social Services for Children in Their Own Homes.

(a) Public welfare department (or its division) providing social services for children.

(b) Children's aid or protective agencies under private auspices, giving case-work service.

(c) Other agencies providing services to unmarried mothers and their infants. Maternity homes.

(d) Agencies providing homemaker service for families when mothers are ill or out of the home.

(e) Division or person in school system helping children who have emotional problems or other maladjustments.

(f) Public and private agencies providing social services for children who are physically handicapped (crippled, blind, deaf) or mentally deficient.

8. Care of Children Who Must Be Provided for Away From Their Own Homes.

(a) Local public welfare department (or its division) providing foster care in family homes or institutions for dependent and neglected children (and for mentally deficient or delinquent children who need such care).

(b) State child-placing agencies or institutions caring for dependent children from this community.

(c) Private child-caring agencies and institutions located in the county; located elsewhere, providing foster care for children from this community.

(d) Agencies providing day care for children whose mothers are working; in day nurseries, day-care centers, or foster-family homes.

(e) State training schools or correctional institutions for delinquent children, receiving children from this community.

(f) State institutions for mentally deficient children receiving children from this community.³¹

(g) Local institutions for delinquent or mentally deficient children conducted by the county or under private auspices.

³¹ State schools for blind or deaf children and for crippled children are included in section 3.

9. Courts—Law Enforcement—Legal Aid.

(a) Juvenile court or other court handling children's cases.

(b) Public or private agency furnishing legal aid.

(c) Police department or its division especially concerned with juvenile delinquency.

10. Organizations Concerned With Community Conditions.

Civic organizations; parent-teacher association; groups concerned with various aspects of family life and child development.

Information To Be Obtained for Each Organization

The following information should be obtained and recorded for agencies and institutions in the fields of health, education, labor, social welfare, and allied activities:

Name and address of agency or institution (and branches, if any).

Auspices under which the activity is conducted.

Name of president of managing board.

Name and title of executive.

Brief description of kinds of services given (or types of cases treated).

Limitations of service: Race, religion, sex, age, and so forth.

Number receiving care on a specified date, or approximate number served during a given period of time (children or families).

If the approved capacity of an institution or hospital is greater or less than the number reported as under care, state the capacity.

For other types of organizations: Name; purpose; name and address of president and secretary; brief statement of program as it relates to family life, child welfare, or community conditions.

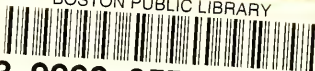
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